REPORT RESUMES

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DESIRABLE CHARACTERISTICS OF AND CRITERIA FOR ESTABLISHING A SYSTEM OF COMMUNITY COLLEGES IN KENTUCKY.

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KENTUCKY STATE DEPT. OF EDUCATION, FRANKFORT
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THE OBJECTIVE OF THIS STUDY WAS TO DEVELOP A SET OF DESIRABLE CHARACTERISTICS AND CRITERIA TO BE USED AS GUIDELINES FOR THE INITIATION AND ESTABLISHMENT OF COMMUNITY COLLEGES. INFORMATION IS BASED ON AN EXAMINATION OF STUDIES IN OTHER STATES, RELATED LITERATURE, OPINIONS OF THE HEADS OF INSTITUTIONS OF HIGHER EDUCATION IN KENTUCKY, PRESENT PRACTICES IN OTHER STATES, AND OPINIONS OF EXPERTS IN THE FIELD FROM THOSE STATES. AUTHORIZATION, GOVERNANCE, ENROLLMENT, POPULATION, FINANCING, FACILITIES, EMPLOYMENT NEEDS, PROGRAMS, QUALIFICATIONS, QUALIFICATIONS OF TEACHERS, GUIDANCE AND COUNSELING, TUITION, AND SERVICES ARE DISCUSSED. (HS)

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GUIDELINES

FOR ESTABLISHING

COMMUNITY COLLEGES

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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Desirable Characteristics of and Criteria for Establishing A System of Community Colleges in Kentucky

BY

L. MITCHELL DAVIS

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Letter of Transmittal

May 12, 1966
Dr. Harry M. Sparks
Superintnedent of Public Instruction
Frankfort, Kentucky

Dear Dr. Sparks:

The study of higher education in Kentucky has been completed. As a consultant in the Department of Education, it has been a privilege to work with you and your staff in preparing this study. Grateful appreciation is extended to you and your staff for your cooperation and helpful suggestions.

This study is concerned primarily with community colleges, but also concerns other institutions of higher education as they relate to community colleges and to each other. The study has been made in depth and concerns the many phases in the establishment and operation of community colleges.

The study may serve as guidelines for the initiation, establishment, and operation of community colleges in Kentucky. It also may provide implications for further studies concerning higher education in Kentucky.

Since the Commission on Higher Education in Kentucky studied other phases of college and university education, this study is limited in scope. It did not seem practicable or feasible to duplicate other studies or spread the study over a wide area and only touch each phase lightly.

The information has been gathered from the institutions in Kentucky, specialists from twenty states, the U. S. Office of Education, literature in the field and through visits to institutions in the state.

If the study is helpful in the initiation, establishment and operation of a successful system of community colleges in Kentucky, the results can be a real contribution to the educational, economic, and social growth of the Commonwealth. If the guidelines presented help to establish an effective community college system for those that otherwise might not have an opportunity to further their education, this study will be of great value.

Respectfully submitted

/s/ L. Mitchell Davis
L. Mitchell Davis

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FOREWORD

Increasingly our changing society, particularly the new era of science and technology, is making many new demands on our American educational system. Thus it becomes more imperative, year by year, that American education at all levels accelerate its pace of reshaping or discarding "good" programs, strengthening "excellent" programs, and designing bold new programs for today and tomorrow. In 1930, the educational levels of the American labor force were: grade school or less, 58 percent; high school, 32 percent; and college, 10 percent. In 1970, these educational levels are expected to prevail: grade school or less, 6 percent; high school, 26 percent; **two years beyond high school, 50 percent;** and three or more years of college, 18 percent.

The expansion of educational opportunities by Kentucky schools to provide a comprehensive program of general and preparatory vocational-technical education is rapidly becoming the norm. Therefore, it is important that educational leaders and the public be knowledgeable of what is taking place at the post-high school level toward raising the level of educational attainment of youth and adults. It is the purpose of this study to describe in some detail the evolving community college movement in the state and nation. More specifically, the study presents desirable characteristics of and criteria for establishing a system of community colleges in Kentucky.

In the next few years, it is expected that post-high school education and training in Kentucky will continue to show a dramatic increase both in types of programs and quality of offerings. Already a need exists for improved articulation between high school and post-high school educational institutions and agencies. It is hoped that this bulletin will help to expand educational horizons and provide valuable information on new and expanded programs and services at the college level.

Harry M. Sparks
Superintendent of Public Instruction

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Acknowledgements

Sincere appreciation and gratitude should be expressed to many people for helping make this study possible. It is not possible to identify each one personally who made suggestions and supplied information. However, there are many that assisted and made contributions that added immeasurably to the study and should be mentioned individually.

To one of those who merit a vote of thanks is Harry M. Sparks, Superintnedent of Public Instruction, under whose guidance and supervision the study was made possible. Thanks are also extended to D. E. Elswick, Director of Research in the Department of Education, who helped prepare the questionnaires and proof read the completed study. Also, thanks are extended to Samuel M. Alexander, Assistant Superintendent of Public Instruction, and other members of the State Department of Education.

Appreciation is also expressed to Raymond C. Gibson of Indiana University, under whose guidance and counsel many of the ideas and suggestions were inspired and utilized.

Grateful acknowledgement is extended to Charles Whaley of the Kentucky Education Association, J. C. Powell of Eastern Kentucky State College, and Joseph Morris of Western Kentucky State College for their comments and suggestions in preparing the questionnaires used in this study.

Ted C. Gilbert, Executive Secretary of the Council on Public Higher Education, gave assistance and cooperation in the preparation of questionnaires and in furnishing information through pamphlets and studies made by the Council.

To the presidents of all Kentucky colleges, directors of community colleges, and to Ellis Hartford of the University of Kentucky, sincere thanks and appreciation is extended for their many contributions in making the study possible. The pertinent information furnished and the cooperation of all institutions of higher education, along with the courtesies received by those institutions visited were both an inspirational and enlightening experience.

The people who responded to the questionnaires and sent copies of studies and pamphlets from other states are to be commended for their contributions to the study. Their wealth of knowledge and experience were of tremendous value and help in compiling and comparing information, practices, and opinions from other states.

L.M.D.

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INTRODUCTION

Presently the higher education system in Kentucky consists of seventeen private senior colleges, eight private junior colleges, five state senior colleges, one state university, one semi-private municipal university and one municipal junior college. In addition, there are seven community colleges (branches of the University of Kentucky) now operating, two more will open in September, 1965, and another has been authorized.

Statement of the Problem

The problem is to identify a list of desirable characteristics and develop a set of criteria for establishing a system of community colleges in Kentucky. This task will be approached by:

1. Studying the origin and development of junior and community colleges in the United States
2. Evaluating and analyzing the development and operation of the system of higher education in Kentucky
3. Reviewing and analyzing the laws and regulations of other states, which have successful programs, in regard to characteristics and criteria for the establishment and operation of a system of community colleges
4. Getting the opinions of experts in the field
5. Using the opinions and ideas of the presidents and directors of all institutions, both public and private, of higher education in Kentucky
6. Reviewing related literature in the field
7. Studying bulletins and pamphlets of the Office of Education, the Kentucky State Department of Education, the Kentucky Council on Public Higher Education, and the Kentucky Legislative Research Commission.

Purpose of the Study

The major purposes of the study are to:

1. Prepare a list of general characteristics for community colleges

2. Develop a set of criteria for the establishment and operation of community colleges in Kentucky
3. Evaluate the present system of community colleges in Kentucky
4. Study community college systems in other states for comparison and information
5. Furnish pertinent data to the Commission on Higher Education for use in a recommended long-range program for community colleges to the Governor of the Commonwealth and the Kentucky General Assembly.

The study will seek answers to many questions regarding statutory and regulatory criteria in the establishment and operation of community colleges. The study will seek answers to other questions of criteria pertinent to community colleges.

Background of Higher Education in Kentucky

The development of higher education in Kentucky was characterized by an unplanned pragmatic approach to the problems of institutional control, financial support,, and curriculum planning. Educational institutions in Kentucky during the nineteenth century were almost entirely controlled by religious groups and supported by individual contributions and were often enmeshed in the sectarian and personal clashes of the time.

By the middle of the nineteenth century, pressures were mounting for changes in American education and Kentucky was no exception. The demand for greater training in the professions of law and medicine, the need for greater numbers of engineers due to the industrial revolution, and the recognition of the beneficial effects of science applied to the field of agriculture were forces which culminated in the Morrill Act of 1862, the "Land Grant" Act.[1]

The present-day University of Kentucky traces its beginnings to the Agricultural and Mechanical College established in Lexington under the terms of the Morrill Act in 1865. Not until 1878 was this State school free from sectarian factionalism. The General Assembly declared in 1878 that the "said Agricultural and Mechanical College shall forever remain a State institution, free from all ecclesiastical entanglements of control."[2] In 1880, the State college received its first fundamental commitment by the Commonwealth to continued support in the form of an annual property tax. State support prior to this, if at all, was on a year-to-year basis.

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[1] *Some Aspects of Higher Education in Kentucky,* Legislative Research Commission, Frankfort, 1963, pp. 3-6.

To meet the needs for elementary school teachers, Kentucky along with many states founded teacher-training institutions, called normal schools, on the secondary, or high school level.

Kentucky provided for a system of public schools as early as 1838, but despite constant urging from a series of Superintendents of Public Instruction, failed to provide for state supported institutions for the training of teachers until eighteen years later. This support was withdrawn after two years and was not re-established until 1906 when the General Assembly authorized Western State Normal School at Bowling Green and Eastern State Normal School at Richmond, the forerunners of Western Kentucky State College and Eastern Kentucky State College. An act had been passed in 1886 establishing a "State Normal School for Colored Persons" located in Frankfort. In 1922 the General Assembly established two new State institutions at Murray and Morehead.

Kentucky has had only two non-State public institutions of higher learning. The Jefferson Seminary, established in 1798 by a grant of public lands, became the forerunner of the University of Louisville.

Paducah Junior College was created in 1932 as a non-profit junior college with the single purpose of providing for the high school graduates of this community the first and second years of liberal arts college work at a minimum cost.[3] In 1936 the city voted a substantial yearly subsidy to the college and the curriculum was broadened by the addition of a Commerce Department and a variety of evening classes with courses at the college level of a practical nature for employed adults.[4]

Consideration of the need for additional institutions of higher learning in Kentucky must include the capacity for expanding the resources of the seventeen private senior colleges and eight private junior colleges. The private institutions of higher learning in Kentucky have developed over a much longer period of time than the state institutions, are greater in number, and serve a wide variety of functions. Most of these colleges were created by religious groups to provide higher educational opportunities for members of their respective sects or denominations.

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[2] Chambers, M. M., *Voluntary Statewide Coordination in Public Higher Education,* The University of Michigan Press, Ann Arbor, 1961, p. 35.

[3] Some Aspects of Higher Education in Kentucky, *op. cit.*, p. 5.

[4] Chambers, *ou. cit.*, p. 2.

Kentucky contains one public and eight private junior colleges. They offer college transfer curricula, terminal general education, and, in most cases, secretarial science. The statutes provide for the establishment of municipal junior colleges by boards of education, in cities of the second class and junior colleges by county boards of education in counties containing cities of the fourth class. This provision has never been used to any extent as the results will show that there is only one public junior college in operation.[5]

The first University of Kentucky off-campus center was established in Covington in 1948, primarily to accommodate large numbers of veterans of World War II in the area who desired to take college level work. Another center was established in Ashland in 1958 and one at Fort Knox in 1959. Centers were opened at Cumberland and Henderson in 1960 and at Elizabethtown and Prestonsburg in the fall of 1964. By an act of the General Assembly of 1960, a University of Kentucky Community College system was established. The act became effective June 14, 1962. The act provided for additional extensions at Prestonsburg, Blackey-Hazard, Hopkinsville and Somerset, each to be established as funds are made available. Each community college shall provide a two-year college curriculum. The Board of Trustees of the University of Kentucky has the same powers with respect to the community colleges that it has with respect to the Universiy of Kenucky. The Board shall designate each community college with a name that includes the words "Community College." The Board shall encourage and may accept donations of land or funds or both to be used in the acquisition, construction or operation of community colleges and the Board may also accept Federal grants for the same purpose.[6]

The Governor shall appoint a local advisory board for each community college, who shall serve in an advisory capacity for the

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[5] "Kentucky Common School Laws," *State Board of Education*, Frankfort, 1962, pp. 459-462.

[6] Some Aspects, *op. cit.*, p. 43.

Board and the director of the community college. Each advisory board shall consist of seven members appointed for a term of four years. Local advisory board members shall receive no compensation for their services but shall be paid their actual and necessary expenses.[7]

At present the University of Kentucky owns permanent facilities at all the centers in operation. The present centers in operation are located at Covington, Fort Knox, Ashland, Elizabethtown, Cumberland, Prestonsburg, and Henderson. New facilities will be available at Hopkinsville and Somerset in September, 1965. The Blackey-Hazard center has been authorized but has not been planned as yet.

Limitations of the Study

The study has the following limitations:

1. The evaluation of higher education in Kentucky as it relates to community colleges will be the only consideration.
2. The study will be further limited to the twenty states from which structured questionnaires were received.
3. Another limitation is the failure of all institutions to respond to the opinionated questionnaire and to furnish requested information.
4. The major emphasis is focused on public higher education.
5. A further limitation is the number of institutions visited and the number of interviews and conferences that were held.
6. The study will also be limited due to the many varied programs of community colleges now in existence and that no precedent has been firmly established.
7. The conclusions and recommendations will be limited to public community colleges.

Importance of the Study

The study is important in the development of immediate and long-range plans for higher education in Kentucky and may serve as guidelines for other states. It will serve as a guide for determining the location, the establishment, and the operation of community colleges in Kentucky. The study will assist the Commission on Higher Education in their evaluation and recommendations for higher education in the State.

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[7] Kentucky Common School Laws, *op. cit.*, pp. 433-434.

Definition of Terms

Community colleges and junior colleges are referred to synonymously on a national basis. In Kentucky, they are extensions of the University of Kentucky.

Board unless otherwise designated refers to the Board of Trustees of the University of Kentucky.

Advisory Board is a board appointed by the Governor from the community college area that serves in an advisory capacity to the Board of Trustees of the University of Kentucky and the Director of the community college.

State colleges are the senior colleges supported by the Commonwealth of Kentucky.

Lay boards are boards appointed by the Governor from the lay citizenry.

Commission on Higher Education refers to an eighteen member group of lay citizens and professional educators appointed by the Governor to study and make recommendations for higher education.

Private colleges include all institutions of higher education not financially supported by the State.

REVIEW OF RELATED LITERATURE

Historical Background

American higher education is unique in that it is not organized within either state or national pyramids which are characteristic of European educational systems. It is made up of two-year and four-year colleges, universities, technical institutes, and a variety of specialized institutions which do not conform to any of the above mentioned organizational forms. Higher education is essentially a responsibility of the various states, and there are as many patterns of organization as there are states and territories within the Union. This variation of educational resources is simultaneously the strength and weakness of higher education in that it permits an almost unlimited range of educational services but wide variations of quality and quantity of the services thus provided.

The American public education system has evolved as a combination of our European heritage modified by the adaptations that have been made in the New World setting. Our kindergarten came from Germany, the elementary school from England, and the graduate school from the German University concept. There is no prior pattern in the history of education, however, for junior colleges. They are a unique American experiment.

The newest member of the educational family in America today is the community college. The initial creation of the junior college as part of the American education system could be classified as a secondary product of attempts to restructure the university program. Many of the late nineteenth century educators became impatient with the "secondary school work" they felt comprised the major portion of the freshman and sophomore years in their institutions. The first junior college of any significance was organized within the structure of a university. In 1892, President William Rainey Harper of the University of Chicago divided his undergraduate college horizontally into upper and lower divisions. The lower division embraced the freshman and sophomore years and became known as the "junior college." The upper division was comprised of the junior and senior years and became known as the "senior college." This was the first use of the term junior college.

Another reason for this division was to give more time for specialization, research, and advanced work during the last two years.

The junior college idea slowly took root and by 1900, eight such colleges outside of universities had been established, all of them being private two-year institutions with an enrollment of fewer than a hundred students. The term was later adapted by the first public "junior college" which was established at Joliet, Illinois, in 1902. The junior college was originally conceived and created as a single-purpose institution; one performing only the first two years of college or university work.

From this single-purpose institution, the junior college has undergone a continued transformation. As the youngest and least stable unit of American public education, it has been assigned, sometimes not of its choosing, educational responsibilities that the secondary schools and the four-year colleges and universities indicated they either could not or lacked a desire to perform.

Although the early junior colleges restricted their offerings to the first two years of regular college courses, it did establish the idea of a community institution.

By 1915, there were about 75 junior colleges established. During the 1920's and 1930's, considerable growth occurred. The idea became so popular that many four-year colleges had reduced their offerings to junior college level, and many high schools added junior college divisions. Normal schools of secondary school level began to add junior college curricula to their high school offerings. Many institutes and several seminaries revised their offerings to include junior college work.[8]

Just prior to World War II there were 600 public and private junior colleges in the nation. Currently the number established is over 700, with about 60 percent of those being public institutions.[9]

The real start of a comprehensive community college concept began about 1900. It was at this time that several teachers in junior college education began expressing the need for expanding the function of junior colleges to include courses in the areas of vocational training and adult education.[10]

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[8] "A Guide for the Establishment of Comprehensive Community Colleges in North Carolina," *State Board of Education*, Raleigh, N. C., 1963, p. 4.

[9] ***Ibid.*, p. 4.**

> The community as a whole supports the junior college. It should not only give courses which appeal to those who are going on to larger colleges, but should help the community by raising the general intelligence.[11]

Subsequently, many junior colleges expanded their programs; two-year institutions were established to offer a comprehensive program; and technical institutes occasionally developed more comprehensive programs and became community colleges. This movement of providing comprehensive two-year colleges began in the 1920's with California contributing the first major development, and it received new emphasis during the depression years of the 1930's. With the emergence of new technical occupations after World War II, the movement received still greater emphasis.

Paralleling this movement has been the increased use of the term "community college" to describe a community-centered, multipurpose institution which provides two years of work beyond the high school. The term "junior college" in many instances has become inappropriate because it suggests a small edition of a college and a single-purpose institution in terms of program offerings. Many two-year comprehensive colleges, especially the older ones, still use the term "junior college." Some other institutions are using the term "community college".

Many states, including Florida and California, already have a well-developed system of public community colleges. In fact, the development of these institutions in recent years has been so extensive that it is referred to as "the community college movement".

This movement and the importance of community colleges were described by Fields as follows:

> The community college is the liveliest, most talked about development in the field of higher education. Born in the years immediately following World War II, this baby of the post-secondary school family is in many ways the lustiest and fastest growing member. No one member of a family is of greater importance than another but at times

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[10] *Ibid.*, p. 5.

[11] Fields, Ralph R., *The Community College Movement,* McGraw-Hill Book Co., Inc., New York, 1962, pp. 34-35.

> one or another tends to be the center of attention. The present seems to be such a time for the community college.[12]

More than 700 of the 2,000 colleges in America are two-year institutions and about 25 new ones are opening every fall with the rate of growth expected to increase.

With new-two-year colleges opening each fall, the enrollment has now passed the million mark. California, the leader in the field, will enroll 80 percent of the high school graduates in the State in public two-year colleges by 1980. Second place Florida now has junior college education within commuting reach of 70 percent of the population.[13]

Between 1939 and 1961, the total degree-credit enrollment increased by 250 percent in two-year colleges and by 177 percent in four-year institutions.[14]

At least one out of every four high school graduates who go to college enrolls in a junior college, and the figure is higher in many states.

The junior college in its short history, has undergone three rather distinct phases of development. The first stage, roughly from 1850 to 1920, concentrated on the acceptance of the concept of a junior college offering two-year college parallel programs which granted an appropriate degree. The second stage involved the years from 1920 to 1945 which were marked by the rapid growth in the number of junior colleges that came into existence and also by the formation of the professional organization of the American Association of Junior Colleges. This organization gave both direction and leadership to the movement. During this period, the American Association of Junior Colleges issued this statement:

> The junior college is an institution offering two years of instruction of strictly collegiate grade. This curriculum may include those courses usually offered in the first two years of the four-year college, in which case these courses must be identical, in scope and thoroughness, with corresponding courses of the four-year college. The junior college may, and is likely to, develop a different type of

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[12] *Ibid.*

[13] Martin, S. Walter, "The Junior College Movement," *Georgia County Government Magazine*, February, 1964, pp. 19-20

[14] *Ibid*, p. 19.

> curriculum suited to the larger and everchanging civic, social, religious, and vocational needs of the entire community in which the college is located. It is understood that in this case also the work offered shall be on the level appropriate for high school graduates.[15]

Thus it can be seen that the expansion of the function of the junior college into more diversified vocational and terminal education offerings was advocated. The third, or current, stage is that of placing emphasis on the "community" concept of the college. This recognizes the expanding necessity of a multiplicity of post-high school educational opportunities, not necessarily of college grade, for people of all ages. The emphasis in education has been radically altered since the turn of the century. This has been caused by significant changes in our social, industrial, and economic structure. We are now, as Gardner says, putting the emphasis on a system that recognizes "that education should be life long, that it may be interrupted at many points, and that it may take place in many settings."[16]

The existing system of secondary and four-year higher education institutions cannot alone provide for this change in emphasis. The concept of the community college, with its "open door" enrollment policy and with the majority of its educational offering not oriented toward the college transfer function, under the control of the community or area it serves and to a substantial degree financed by this same area, is one that is being looked toward to fill our present educational gap.

The fourth stage is now emerging, the full realization of the comprehensive community college concept. Whether this concept ever materializes to the fullest extent depends upon public understanding, research, and long-range planning. The community college is still basically an idea.

Problems of its image, organization, control, and finance are unanswered at the present time. The need for this type of institution, however, is present. The educational hopes of millions of Americans, both rural and urban, rest on our ability to develop the comprehensive community concept as adequately and quickly as possible.

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[15] Eels, Walter C., "American Junior Colleges," *American Council on Education,* Washington, D.C., 1940, p. 3.

[16] Gardner, John W., *From High School to Job, 1960 Annual Report,* Carnegie Corporation of New York, 1960, p. 11. (Reprint)

Hillway, writing on the historical development of the junior and community college, said:

> The typical community college is public supported and locally controlled with a two-year program of studies. The program offers university parallel courses that are transferable for a degree, vocational courses for semi-professions, adult education of many kinds, in the late afternoon and evenings. The student lives at home, commutes, and pays little or no tuition.[17]

In an article by Gross, he stated:

> As yet there is no clearcut definition of a community college, that it is neither a high school or a university, yet it parallels both. The Federal Government does not recognize the community college under the National Defense Education Act and most foundations do not contribute to them. Research is not common to the community college. About half of the income comes from local taxes; about a third comes from state aid; and less than ten percent comes from student tuition. Practically all building costs of the community college are borne by local property owners since this usually merits strong support from state legislatures.[18]

Based on trends, the community colleges are becoming so popular that eventually there will be one in commuting distance of all. It is usually the policy to permit any graduate of any high school to enroll. There is no set pattern for the organization of community colleges. Some are private, some are branches of universities, some are autonomous, and some are controlled by local school boards. Many of the community college districts are empowered by law to levy taxes, which saves the state a substantial amount.

Mr. Gross quoted Merritt M. Chambers, former professor of higher education at the University of Michigan, as saying that the philosophy and advantages behind the community college movement are as follows:

1. It is in commuting distance and more will attend college, more economically.

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[17] Brickman, William and Lehrer, S., *A Century of Higher Education; Classical Citadel to Collegiate Colossus,* Society for the Advancement of Education, New York, 1962, p. 123.

[18] Gross, Stuart, "Michigan's Fastest Growing Whatchamacallit," *American School and University,* 36:36-38, September, 1963.

2. Offers parallel courses in liberal arts and permits students to enter four-year institutions

3. Offers terminal courses for immediate employment

4. It serves as a screening college.

5. It is a community cultural center for academic and vocational courses for adults.[19]

Tickton makes the following comments:

> The number of public junior colleges in the United States will triple within the next 20 years. The enrollment in junior and community colleges will increase by 1985 to between four and five million with the largest enrolling up to fifty thousand. The enrollment in junior and community colleges in the next ten years may exceed all four-year colleges, both public and private combined. There will be increased funds voted and better utilization of resources as to time, space, and personnel. Class size and closed circuit TV will increase greatly. The community colleges will operate on a year-round basis with classes in late afternoon, evenings, and on Saturdays. This utilization of resources will permit community colleges to handle large enrollments and pay competitive salaries.[20]

A dynamic community college program in the United States could easily grow to an enrollment of five million by 1975 without enrolling a single student who, under the present system, is destined to attend a senior college. That five million would represent additional growth in educational opportunity over and above the normal growth of all senior colleges.[21]

We are moving toward more explicit recognition of the diversity in our higher education institutions. An important ingredient in this diversity is the community college. There should be, roughly, within commuting distance of every high school graduate, except in sparsely settled regions, an institution to serve them.[22]

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[19] *Ibid.*, p. 37.

[20] Tickton, Sidney G., "What's Ahead for Public Junior Colleges?", *The Education Digest*, 29:46-48, January, 1964.

[21] Gibson, Raymond C., *The Challenge of Leadership in Higher Education*, William C. Brown Co., Dubuque, Iowa, 1964, p. 27.

[22] The Report of the President's Commission on National Goals, *Goals for Americans*, Prentice-Hall, Inc., Englewood Cliffs, N. J., 1960, pp. 91-92.

Edmund J. Gleazer, Executive Director of the American Association of Junior Colleges, has commented:

> This institution is an American institution. It is an instrument of tremendous potential. It can motivate youth who have little hope for learning beyond the high school. It can lift the sights and strengthen the efforts of the generation wanting to go beyond their fathers' achievements. It can stimulate the creativity and slumbering interests of adults. It can provide the means for training that leads to a higher level of employment. It can serve as a focal point for community identification. Oriented to the community, controlled by the community, it can be the catalyst for the processes by which the free world's culture can be refined and advanced.[23]

The public community colleges may be divided into four principal types.

1. **Local,** when the college is an integral part of the local secondary school system
2. **District,** when the college has its own defined district that it serves and from which it also receives a portion of its support
3. **Branch,** which may be either an off-campus or on-campus center or branch created by the state colleges or universities
4. **State,** placing the community college in the same category as other state supported colleges and universities.

The organization and control of the community college has remained primarily secondary education oriented. Although the intent of those dedicated to the community college movement is to obtain a controlling agency separate from either the secondary schools or the four-year colleges and universities, the states have been too slow to adopt legislation of this nature. California and Florida have made significant progress in departing from this pattern, but even in these states, the complete separation has not been accomplished. Medsker has stated:

> As a general criterion, that the control pattern must be such as to recognize an institution as an entity with

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[23] Gleazer, Edmund J., Jr., "A New Social Invention: The Community College—What It Is," *American Association of Junior Colleges*, Washington, D.C., (Undated)

> character which it must achieve through the pursuit of goals. Each institution is a personality which, like a human being, has hopes and ambitions to be fulfilled and which, if not fulfilled, will wither and leave the institution sterile. This seems particularly applicable to the community college with its many avowed purposes and objectives and whatever the control, the entity and dignity of this institution must be preserved.[24]

The attitude, that the high road to success is in college attendance, has caused an overcrowded condition in our colleges and doomed many to failure. There is a demand for semi-professional, technical, skilled, and service areas, yet there are only minimum facilities from which people may obtain training. At present, neither in public nor private education have we created an institution aimed specifically at meeting these educational needs. The four-year colleges cannot meet this need because of the increasing pressure of enrollments, they have more than they can accomplish in meeting the function for which they were created, that of providing four-year degrees and beyond. Furthermore, this level of instruction is going up; their standards for entrance and graduation are going to increase; they are going to become less rather than more diversified.

The private schools cannot provide the type of occupationally oriented curriculum required. The cost would be prohibitive. It will have to be done in the framework of public education.

The experience of a number of states indicates that technical and vocational institutions eventually add general education curricula and become more comprehensive in scope.

The Governor's Commission in North Carolina stated that the industrial education centers and the community colleges will tend to become more alike than unlike; that the perpetuation of two similar but separate systems of post-high school education cannot be justified either educationally or economically; and that state level supervision of the two systems by different agencies will tend to undesirable competition, lack of effectiveness and efficiency and economic waste.[25]

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[24] Medsker, Leland L., *The Junior College: Progress and Prospect*, McGraw-Hill Book Co., Inc., New York, 1960, pp. 11-12.

[25] Report of the Governor's Commission on Education Beyond the High School, Raleigh, North Carolina, 1962, p. 68.

To many, the answer is the creation of a comprehensive community college. The acceptance of the community college idea is the major problem, but there are many related problems associated with control, organization, and finance. If this institution is to be of maximum value, the cost to the individual student cannot be allowed to become a deciding factor in his attendance. The community colleges can make available on a community basis and at reasonable cost educational opportunities for those desiring to obtain a college degree, for those who desire specific terminal education for initial occupational entry, and for those who need continuing education remain interested, useful, and productive in an everchanging society.

Gibson says, "there is a serious gap in education beyond the high school, one that needs to be bridged by the comprehensive community college. The educational demand is for a balance between general education — for cultural development and effective citizenship, and technical education — to prepare individuals for work."[26]

Gibson, in the study of higher education in Iowa, recommended that the State Legislature authorize the establishment of regional community colleges as the best means of relating education beyond high school to the manpower problem. It is the most serious gap in the entire educational system of the State. The regional community colleges would make educational opportunities available to thousands of youth who now pass up the type of education offered at the college level. They would also offer guidance and counseling functions to assist local students in planning their education and careers.[27]

Gibson also states that a careful study and plan need to be made concerning the development of state-wide community college programs. He further states:

> They could easily be as significant for the sons and daughters of the working people (and especially the poor people) during the next century as the great land-grant college movement has been during the last century. Community college developments should be evaluated with open minds and a glance at educational conditions that should

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[26] Gibson, op. cit., p. 103.

[27] Gibson, Raymond C., *Resources and Needs for Higher Education in Iowa—1960-1970*, Study for Legislative Research Bureau, 1960, pp. 41-43.

> not be perpetuated. The community college, if it exists at all, must become the people's college, opening wide the educational doors to knowledge and to purposeful, productive work for increasing numbers of youth and adults of the nation.[28]

Types of Two-Year Colleges: Advantages and Disadvantages

From the standpoints of control and financing, there are four main types of public two-year colleges in the United States: local junior colleges, district junior colleges, State junior colleges, and two-year university extension centers.[29]

In a recent report of an analysis of types of two-year colleges, it was shown that in 1955-56 there were 365 institutions in the United States that could be classified as public two-year colleges. Excluding 23 normal schools, this leaves a total of 342 institutions. One hundred seventy-one, or exactly half, of these were local two-year colleges; 78, or almost one in four, were district two-year colleges; 21, one in seventeen, were state two-year colleges; and 67, or about one in five, were extension centers.[30]

Local two-year colleges are those operating under local boards of education, supported largely by local funds, and administered in the same system as the elementary and secondary schools.

Advantages

1. They are locally administered and so can be responsible to the educational needs of the community. Their programs are not governed by some outside agency but can be locally determined and easily altered to meet local commercial demands and to keep abreast of changing conditions. This is especially true in the organized occupational and technical fields.

2. They are locally supported, which encourages parents to send their sons and daughters to these institutions because of the economics involved and because they are contributing to the support of these institutions.

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[28] Gibson, *op. cit.*, p. 27.

[29] Hollis, Ernest V., and Martorena, S. V., *Higher Education in North Dakota*, Office of Education, Washington, D.C., October, 1958, p. 90.

[30] Martorana, S.V., "Patterns of Organization and Support in the Public 2-Year Colleges," *Higher Education*, 14:151-157, May, 1958.

3. Their programs can be articulated easily and closely with those of the high schools in the locality.

4. They can use the facilities of local school systems, especially such expensive ones as laboratories, shops, gymnasiums, and auditoriums.

5. Staff members in special fields such as music, art, and remedial reading can work at both the lower and the two-year college levels.

Disadvantages

1. In the college where the total cost of the student's education is borne by the district and the student, qualified students are frequently unable to pay their share and are thus excluded.

2. It requires several years to secure accreditation of the program offered. This may handicap the first few classes unless the other higher institutions are cooperative.

3. The cost of providing facilities falls heavily on the sponsoring district, as does the tax for current budget. Both of these costs, moreover, are borne by taxpayers who are at the same time taxed to support state-wide programs of higher education.

4. Unless definite criteria governing approval for creating local two-year colleges are set up and carefully followed, an institution may be initiated and continued in a situation where the potential enrollment and the assessed evaluation do not insure an operation large enough to be effective and economical.

5. Students living within the state but outside the district are sometimes required to pay the entire cost of their education. This frequently makes the fees required at the local junior college higher than at any other of the public higher institutions.

6. The administrative and academic "atmosphere" and requirements may be too much like those of the high school and not enough like those of a college.

The district two-year college is distinguishable from the locally controlled and administered two-year college in that the administrative district is not coterminous with a single high school district but may include several such school districts. Also the district junior college is governed by its own board of trustees.

Advantages

1. It has its own board which is concerned only with this level of education and does not have to devote its time to administering other levels.
2. The area encompassed in the college's supporting district can include the entire area from which the majority of its students come.
3. The entire area serves as its tax base so that the cost of its operations and plant can be spread over all of the area served.
4. It can be responsive to the needs of the entire area and as a result can offer a broader program than the local two-year college. Moreover, it is often able to effect economies that result from a larger student body.
5. The college can more often have an identity and administration of its own and, therefore, operate as a true collegiate institution.

Disadvantages

1. Unless some state support is received, it is in a similar situation to the local two-year institution and has the same disadvantages of limited local resources to meet current costs and to provide capital expenditures.
2. If there is a statutory milage or bond limitation within the state, the college may find that one part of the new district is already up to the maximum. In this case, any part of the district may scuttle the building program or hamper the general operational development by refusing or avoiding the payment of its proportionate share.
3. It complicates the local situation from the viewpoint of taxes because the junior college district is superimposed over the high school districts. The taxable resources in

both districts are, therefore, required to contribute to the support of two levels of education.

4. The program of district junior colleges must be articulated with both the high schools below and the colleges above, without the administrative advantages of an affiliation with either one.

State two-year colleges are controlled and supported totally by the State.

Advantages

1. The college is viewed as serving the whole state rather than one community.
2. The fees charged to all in-state students are the same.
3. State-wide taxation for current operation and capital development is more equitable than local or district taxation.
4. Usually these institutions can offer a community junior college program and at the same time specialize in unique programs that are needed in the state but which would not be economical to operate in the local or the district two-year college.
5. Since these colleges are a part of the state system of higher education, their programs can be more easily coordinated and articulated with the other units in the system.

Disadvantages

1. The two-year state college is not so responsive to local needs and there is less representation of local interests at the decision-making level.
2. It does not always secure the same community acceptance as does the local or district institution because the control and the support are at the state level.
3. It is continually in competition for funds with the publicly supported four-year colleges and universities which also are state controlled and state supported. This is a great handicap in states which do not have a state board of higher education.

The two-year extension center or branch is a part of a "parent" four-year state college or university. It usually offers a two-year course of study paralleling the offerings of the freshman and sophomore years of the parent institution. Often, also, it serves as a center for offering upper-division and graduate courses to special groups of students who can and wish to pursue work toward advanced degrees through extension study. Advanced courses in education for the benefit of public school teachers seeking graduate degrees is a good illustration. The operating policies and regulations of the branches are established by the administration and board of trustees of the parent institution. All fiscal management also is headed up on the main campus.

Advantages

1. The extension center is immediately accredited as part of the parent institution.
2. An extension center may be established quickly because it is supported mainly by student tuition, or in some cases by an alumni group, a chamber of commerce, or a local citizens group.
3. The quality of instruction at the center is considered to be equal to the quality at the university supporting it.
4. Counseling and guidance of students, planning of their programs, and their transfer to the parent institution are facilitated by the branch's affiliation.

Disadvantages

1. It is developed to serve mainly the interests of the parent institution and its particular academic goals; the interests of the community are a secondary consideration. The extension center, accordingly, is largely academic in its program and seldom meets the vocational, technical, or adult education needs of the community.
2. The extension center is not responsive to the changing needs of the communiy. It seldom asks for any counsel or assistance in the development of the programs.
3. The two-year center's financial operations are at the mercy of the parent institution. If the budget of the parent uni-

versity or college is reduced, the first place feeling the cutback is usually the off-campus centers.

4. In states where there are several strong four-year colleges and universities, the extension centers frequently become sources of competition and conflict among the colleges that comprise the state system of higher education.
5. Students who plan to transfer to four-year colleges other than the parent institution find more difficulty in planning their programs and effecting smooth programs of study and transfer.[31]

Development and Growth of Community Colleges

The community college has had rapid development due to:

1. Increased emphasis on education
2. Increasing college age population
3. Increasing student costs at residence colleges
4. Changing nature of training needs
5. The "open door" policy
6. Educational advantages to be gained
7. Selectivity of four-year colleges.

A number of factors have occasioned the rise of the two-year colleges and have accentuated their growth. One of these is the increasing number of students enrolled in secondary schools and the number of high school graduates in the United States. Gradually this has crept upward until now over 80 percent of the youth of high school age are attending school. A second factor is the increased emphasis on vocational and technical training to serve American industries. As a result, an increasing need has come about for retraining workers to keep up with changing methods and the new technologies. Finally, might be mentioned the growing complexity of our society and economy generally and its effect to produce an ever greater need for general education and adult education to increase the effectiveness of individuals in a new age.

In response to these social and economic forces, there is a distinct impetus toward decentralization in higher education. In the past, the common pattern was "to go away to college," but this is becoming less true as new centers for higher learning are being ing created. A great many factors have contributed in changing this design, some psychological, others economic and sociological. Greatest of all of these is the recurrent observation that many able students cannot or will not go long distances from home to attend college. This is further shown in the analysis of the geographic origins of students in colleges in various states. Much of the decentralization of higher education in America is being implemented by the establishment of two-year colleges of one type or another.

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[31] Hollis, *op. cit.*, pp. 90-92.

On every hand, there is growing evidence that our rapidly changing manpower needs call for regionally located, community-oriented and community-controlled colleges designed to serve the educational needs of all persons, regardless of their occupational goals, who are beyond high school age.

While enrollments in two-year colleges are increasing each year because of the greater number of persons who are seeking a four-year college education, the broad needs of youth as well as adults of our communities are placing added educational demands upon these institutions.

Whether you graduate or not, chances are better than four out of five that you'll go to work, or at least you'll try to get a job. And, you'll run head-on into this — you can't get a job without experience and you can't get experience without a job.

It used to be that you could be taken on as an apprentice and learn a trade by watching, helping, then doing. But the good trades today have become much more technical, much more complicated. You can't learn to read a blueprint just by watching somebody else do it. You've got to learn to read it for yourself. The same thing is true for almost any job, trade or profession you can name. The easy jobs, the ones beginners used to get have been taken over by machines. People are hired to do what machines can't do — to think; so you've got to know something before you can hope to get a job.

In most cases, there's a gap between what you know when you get out of high school and what you need to know to get a job. To fill that gap the community college can act as a bridge between where you are and where you want to get. The community college provides the bridge for those who can't afford to go away to college; for those who want additional education and training for a better job; and for the high school drop-out who is unskilled.

The comprehensive community college is designed to serve many people not now served by existing colleges, such as the following:

1. The high school graduate whose grades and test scores will enable him to gain admission to some college but, for financial or other reasons, needs to live at home and commute to college, and there is no existing public or private institution within commuting distance
2. The high school graduate whose grades and test scores are too low to enable him to gain admission to existing and available colleges, but who wants and should be given the opportunity to prove himself capable of succeeding in college study
3. The high school graduate who does not expect to attend college for four years but does want and need the broadening influence of two years of study in the general college program
4. The high school graduate who is capable of and wants to become a technician
5. The high school graduate or drop-out who wants and needs vocational training beyond the high school level
6. The adult who wants and needs to go back to school for short periods of vocational training or cultural studies.[32]

As a result of the rapid growth, every state in the Union now has at least one public or private junior college. Public junior colleges are located in all but nine states and the U. S. Office of Education predicts that all states will be operating public junior colleges by 1975.[33]

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[32] *A Brief in Support of the Community Colleges, Technical Institutes, and Industrial Education Centers Section of the Act to Promote and Encourage Education Beyond the High School in North Carolina.* Presented to a Joint Meeting of the Higher Education Committees of the North Carolina General Assembly, February 28, 1963.

[33] "What About Junior College," *National Education Association,* Washington, D.C., (Undated)

Characteristics of a Community College

Like the public high schools, the community college student body is a diverse one. There are students of all abilities, all aspirations, and all ages. This diversity makes it next to impossible to generalize.

Merlo says that there are some characteristics of the two-year community college that set it apart from four-year colleges and give indications of its distinctive purpose. He lists the following:

1. The campus has no residential facilities. By enabling students to live at home it cuts the costs of a college education.
2. Most of the students work full-time or part-ime to finance their education or to save for further education.
3. The community the college serves may be a municipality, a county, or any practical combination of these divisions of local government.
4. By putting the community college within financial and geographical reach of students, it is making higher education something for the first time every high school graduate can consider.
5. Another characteristic of the community college is the stress placed on guidance and counseling.
6. The liberal policy of admission is another distinguishing characteristic of the community college. The typical community college admits any applicant who is a resident and a high school graduate.
7. It is the continuing education programs that the community college is perhaps most truly a community institution.[34]

Many other characteristics have been listed as distinguishing the community college, such as meeting the needs of the community, local financial support, local control, and a muiti-purpose institution.

Criteria for Establishing Community Colleges

In the last few years, states and local communities are recognizing the importance of examining the requirements that should be met as a condition for establishing and developing community colleges. Until recently community colleges have been located and developed in a rather haphazard manner. Many of the reasons given for the locations chosen have not appeared to be very closely related to sound educational premises. In early days, rural areas were chosen to get away from cities; the desire to please constituents or donors has at times been considered more important than serving the maximum number of students; and local enthusiasm has too often served as a substitute for adequate financial support.

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[34] Merlo, Frank P., "The Burgeoning Community College," *Saturday Review*, 47:50-52, 65, December, 1964.

Considering the rate of development of the two-year college movement, it is little wonder that procedures for the establishment of these colleges have not been examined exhaustively. If an institution succeeded, it was assumed that the conditions must have been adequate. If it failed, it was assumed that the conditions were inadquate or that adequate conditions had subsequently become inadequate.

An even greater acceleration in the further expansion of two-year colleges is indicated by the growing demands of the American people for higher educational opportunities. There is urgent need, therefore, for answers to the questions, "When, where, and under what conditions should a two-year college be established?" These are the questions that are being asked continually by committees of local citizens, boards of education, school superintendents, study commissions, and legislatures from many states.[35]

In the first quarter of the twentieth century four different methods were used in establishing two-year colleges. These were identified by the terms amputation, stretching, decapitation, and independent creation.[36] The independent creation method is used almost exclusively today; however, the effect of the other three methods is still evident.

The amputation method was used by a college or university which decided that its service could be improved by cutting off the first two years and establishing with this amputated part a separate institution or division. This lower division became known as the junior college, or the general college.

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[35] Morrison, D.G., and Martorana, S.V., *Criteria for the Establishment of 2-Year Colleges,* U. S. Department of Health, Education, and Welfare, U.S. Government Printing Office, Washington, 1960, p. 1.

[36] Eels, Walter Crosby, *The Junior College,* Houghton Mifflin Co., Camridge, Massachusetts, 1931, p. 44.

The stretching method was used by a number of preparatory secondary schools and academies. In a time when transportation was somewhat difficult and few rural students had an opportunity to commute to college, some academies, especially along the Eastern seaboard, expanded their programs to include the first two years of college work. Both public and private academies used this method extensively around the beginning of the twentieth century. It is in evidence again as many private secondary schools see the needs and opportunities for service at the post-high school level.

The decapitation method was observed extensively during the first twenty years of this century. It was occasioned by small colleges realizing that they were not adequately equipped, staffed, or financed to satisfactory offer a strong four-year program. The institution, therefore, eliminated the upper division offerings and became a two-year college. A former president of Yale described this action as the "retraction and condensation of a four-year emaciated course to a robust and well-nourished program."[37] The rise in strength of the regional accrediting association of colleges and secondary schools stimulated this method of organizing two-year colleges.

The independent creation method did not gain much favor until around the 1920's. Through the years, increased experience in using this method, greater public knowledge and acceptance of two-year colleges, and changing conditions in the socio-economic setting of higher education have increased the odds for success of the method. In the early stages, however, the development was more by chance than by plan, and little attention was paid to desirable or necessary criteria by which to judge in advance the likelihood of success of a two-year college.

Several studies have been made dealing with criteria for establishing two-year colleges.

A study in 1929 through a questionnaire completed by 266 high school administrators in the North Central area developed a set of criteria as a basis for determining the feasibility of organizing the two-year college. A summary of the criteria was as follows:

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[37] Angell, J. R., "Problems Peculiar to the Jr. College," *Saturday Review*, 25:385-397, June, 1917.

1. A minimum enrollment of 150 students for a public junior college
2. A high school enrollment of at least 900 in the area served
3. A total city population of 17,00 for establishment
4. A per student cost of approximately $400
5. At least 50 percent of the cost, or at least $30,000, provided by the district
6. A two-mill levy on a taxable property valuation of $15,000,000
7. An assessed valuation of at least $30,000,000 if the district is to provide the total cost of operation.[38]

In 1936, a doctoral thesis on "Criteria for the Establishment of Public Junior Colleges" listed four main criteria with subtopics indicating how these criteria could be met in establishing public junior colleges. These criteria are summarized as follows:

1. Sufficient taxable wealth in the community to raise 50 percent of total costs at $350 per student
2. Community need for a public junior college, determined by:
   a. No other college that can serve the needs of the community
   b. Has 250 high school graduates per year
   c. Forty percent of the high school graduates are attending college
   d. A survey of intentions of high school juniors and seniors concerning education beyond high school
   e. The community has an enrollment of 1,100 in the four-year high schools
   f. Survey of parents' intentions for furthering their children's education
   g. An average daily attendance of 1,000 in the high schools of the community
   h. A total population of 19,000.

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[38] Holy, T. C., "Criteria for the Establishment of Public Junior Colleges," *The High School Teacher,* 25:308-317, April, 1929.

3. Community interest in a public junior college as determined by a majority of votes cast in a nonpolitical school election
4. Approval by state authority on the basis of a survey by the State Department of Education.

The author showed that there was a high correlation between failure of the institution and failure to meet the criteria established, especially in enrollment and support.[39]

Bogue listed general principles to govern establishment of two-year colleges as drawn up at the 1947 Convention of the American Association of Junior Colleges. Those included were:

1. A minimum secondary enrollment of 1,000
2. An assuarnce of an enrollment of at least 200 students to establish economical and effective operations
3. A taxable assessed valuation sufficient to provide the needed capital outlay and adequate to carry on a minimum program for average daily attendance
4. A financial support level from local and/or state sources sufficient to yield a minimum of $200 per student per year
5. A petition from voting citizens requesting establishment of a two-year college.

Bogue also advocated that public two-year colleges should be tuition free.[40]

A study in 1953 provided a new approach to enrollment as a criterion in suggesting an optimum as well as a satisfactory figure. One of the conclusions was that an enrollment of 1,500 equivalent full-time students was optimum and 1,000 equivalent full-time students was essential for a minimum satisfactory independent community college. For an associated community college operating in combination with a high school, an enrollment of 1,000 was considered optimum and one of 700 minimum. The author gave much weight to a total population and concluded that 40,000 was needed for a satisfactory associated institution and that 30,000 was adequate for a minimum. He qualified his recommendations by saying that the college-going patterns in an area and the level of participation in adult education programs would modify these fixed figures.[41]

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[39] Allen, John Stuart, "Criteria for the Establishment of Public Junior Colleges," *Doctoral Thesis,* New York University, 1936.

[40] Bogue, Jesse P., *The Community College,* McGraw-Hill Co., Inc., New York, ,1950, pp. 97-98.

A study of 17 junior coleges in 1957 contained a list of the criteria for establishing a junior college. The author considered local interest and approval as one of the most important bases in establishing a junior college. He felt that the success or failure of the institution depended upon the attitude of the electorate in furnishing financial support for current expenses and building facilities. He further concluded from this study that proximity to other colleges had little effect on the enrollment of a good junior college. The recommendations included a minimum full-time student equivalent of approximately 400, provisions of finances to meet an average cost per student for operation and maintenance of $435, an average assessed valuation per student of $129,328, and a state apportionment of approximately $200 per full-time student equavalent.[42]

In a study made by the United States Office of Education in 1950 entitled "Criteria for the Establishment of Two-Year Colleges" a comprehensive report was made on the present criteria in the various states in establishing two-year colleges; the opinions of experts in the field on criteria to be used; and guidelines to be used in organizing a system or in establishing individual institutions.

It was found in this study that sixty-four percent, or 32 out of 50, of the states have some general enabling legislative provisions authorizing qualified governmental jurisdictions to establish local public two-year colleges. Two states do not have any institutions in operation under the enabling law. Eleven other states have established public two-year institutions by special enactments of their state legislatures or as branches of four-year state supported higher institutions under the authority of the parent institution. Seven states have neither general legislation nor public two-year institutions. Private two-year colleges operate in 44 states by charter or other legal authorizations.

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[41] Eberle, August William, "Size of Satisfactory Community Colleges," The thesis is reported in *Summaries of Doctoral Dissertations*, University of Wisconsin, Vol. 14, 1952-53, p. 362.

[42] Rodgers, Jack, "Establishing a Junior College," *Phi Delta Kappan*, 38:187-190, February, 1957.

Only 19 states, or 38 percent, have regulations by a state level agency for establishing two-year colleges. State regulations to supplement legal provisions appear to be related to the growth and development of the two-year college movement. This is evidenced by the fact that 70 percent of all public two-year colleges are located in the 19 states which have both regulations and statutes governing the establishment of two-year colleges.[43]

State laws and regulations usually cover four topics in requirements for establishing two-year colleges. First, is the procedure for the locality in initiating action for a two-year college. This action is generally by petition of local citizens, an election by qualified voters, or official action by an agency of local government such as a board of education. In addition to local initiating action, 23 states require the approval of a state agency to establish a two-year college.[44]

A second area of requirement is the financial ability of the locality in which the two-year college is to be established. A great variety of practice is found in the level of ability required. The assessed valuation required by law ranges from one million to seventy-five million dollars. This requirement is an unreliable criterion unless considered in connection with state financial assistance, required local tax efforts, or other elements of a total plan of financing.[45]

A third requirement considers the necessary enrollment to provide effective educational programs and economical operation. Again, diversity of practice is seen and the enrollment in lower school levels is used in the laws of six states which range from 400 to 3500. Of the thirteen states which have state regulations for minimum enrollment in two-year colleges, there is a range from 25 regularly enrolled students for a one-year program to 500 full-time potential students in any given year living within a 25-mile commuting distance of the proposed college.

The fourth common criterion is the requirement of a local area survey. The laws in most states make this the duty of the state level agency responsible for overall supervision and coordination of two-year colleges. Some surveys look only into matters of potential enrollment and local effort and ability in financing, while others use the survey to appraise community interest or the types of programs needed.

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[43] Morrison, *op. cit.*, p. 25.
[44] *Ibid.*, pp. 25-26.
[45] *Ibid.*, p. 26.

Other items are found in the laws and regulations as criteria for establishing two-year colleges, but none with the frequency of the above. Six states have regulations which consider proximity to other institutions but only one state has a legal provision on this matter. Other items which appear in criteria are adequacy of building space; library facilities; laboratory and shop space and equipment; and broad statements that the institution will be administered in compliance with the general operating procedures of the state educational agency responsible for two-year colleges.

The major conclusion is that legislative and regulatory criteria governing establishment of two-year colleges is both necessary and desirable to implement and control effectively the establishment of these institutions. The interests of the general public are promoted and protected by broad legal enactments and the administrative details are delegated to the operating state level agency and the institutional authorities.[46]

Recent Studies of Higher Education in Kentucky

The 1960 session of the Kentucky General Assembly passed two measures for studies of higher education in Kentucky. One directed the Legislative Research Commission to "make a study of the need for additional institutions of higher learning within the Commonwealth." The other directed the Governor to appoint a five-member Commission to study the "need for and placement of additional universities, colleges, junior colleges, and off-campus centers which might best serve the Commonwealth, the types of programs they should encompass and the organizational pattern which would best insure their continuing contribution to the Commonwealth and the particular area served".[47]

The study by the Legislative Research Commission gave a good analysis of the present status of higher education in Kentucky. Some of the conclusions were:

1. The primary need in higher education is to make available to more students educational opportunities.

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[46] *Ibid.*, p. 27.

[47] House Resolution No. 27 and Senate Bill No. 102.

2. The availability of college facilities is unequal among the various geographic areas of Kentucky.

    a. To place a college in commuting distance of all students would require twice as many institutions. (Two-thirds of full-time students do not commute. But this goal is impractical because of expense and effective program.)

3. Some areas of State might offer limited programs, while others might offer a comprehensive program.
4. Greater expenditures for higher education
5. The present patterns of establishing community colleges as part of the University of Kentucky system has the advantage of carrying the prestige of the University.
6. In the matter of organization, careful attention must be given to the academic climate.
7. Close articulation with the high school is essential.
8. Many areas exist where existing institutions do not meet the needs in higher education completely, conveniently and economically.
9. A comprehensive plan for higher education should be developed and the type of institutions created and the scope of their programs should be determined only after thorough study of conditions in the areas proposed for their location.[48]

The following is a summary of the recommendations of the Commission appointed by the Governor:

1. There should be appointed by the Governor a lay State Board of Higher Education composed of from nine to thirteen members, one each from five districts and two to six members from the State at large.
2. The Board should have under its supervision a staff and director of research.
3. The Council on Public Higher Education should remain intact and be increased with representatives from the Uni-

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[48] Some Aspects, *op. cit.*, pp. 56-58.

versity Centers, but should serve in an advisory capacity to the State Board of Higher Education.

4. The State should establish priorities for the development of regional junior colleges at Prestonsburg, Hopkinsville, Somerset, and, perhaps, Hazard in this order, at the expense of the State of Kentucky.

5. The present University Centers should be reorganized as regional junior colleges with separate boards of regents appointed on the same basis as State colleges independently of the University of Kentucky.

6. Budgeting procedures and the plans and programs of the University of Kentucky and State colleges should be re-evaluated after further study.

7. The Board of Higher Education should formulate a clearcut state-wide policy regarding such matters as tuition and fees, extension programs offered, general program development and coordination, and the relationship between public and private colleges.

8. The State should increase support of existing institutions.
9. Provision should be made for more testing, guidance, and counseling.

10. Continuing studies of educational costs, services, sources of revenue, and budgeting; more grants in aid and scholarships ships.

11. More one-, two-, or three-year terminal programs in the fields of forestry; civil technology; electronics; secretarial training; and chemical, mechanical and metallurgical technology.

12. Expansion of professional engineering programs to five years

13. Emphasis in State colleges and the University of Kentucky to expanding curricula for the training of career government and diplomatic personnel

14. The State Board of Higher Education is not to infringe on the autonomy of the University of Kentucky or the State colleges.

15. The budget will be submitted to the State Board of Higher Education through the Council on Higher Education for review and approval.[49]

The only specific recommendation that has been enacted from this study is the authorization of University Centers at Prestonsburg, Hopkinsville, Somerset, and Blackey-Hazard.

The establishment of ten community colleges without too much study as to location, number of students available, and the financial ability of the State, has caused some alarm in both educational and political circles in Kentucky. As a result, Governor Edward T. Breathitt has directed that a study of higher education be made.

1. What are the curriculum capacities of institutions in meeting current and future needs?
2. What are the current enrollments, enrollment trends, and enrollment possibilities for the various institutions?
3. What is the projected effect of the community colleges on State and private institutions?
4. How are the classroom and instructional facilities being utilized?
5. How are other states on organization, administration, and programs related to problems of Kentucky Higher Education?

Due to the broad field of study and the practicality of making a study in depth, this study is limited to the phase related to community colleges.

The Governor has also appointed an eighteen member committee composed of the presidents of the six State institutions, representatives of the private colleges, and lay citizens. The purpose of this committee is to assist in making a comprehensive study of higher education in the State and to recommend as Governor Breathitt stated, "sensible long-range guidelines for the future."

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[49] Governor's Commission on Higher Education, "Report of the Findings and Recommendations of the Governor's Commission on the Study of Public Higher Education," Frankfort, November, 1961, pp. 23-24.

The Governor further stated that he had no ideas about what directions the study will take, but it probably will include:

1. The relationship of the University of Kentucky and the five State colleges, and whether to develop the State colleges toward University status
2. The scope and future locations of community junior colleges
3. The relationship of private institutions, including the University of Louisville, to the State-operated system of higher education.

RESEARCH METHODS AND PROCEDURES

Sources of Information and Methods Used

To develop a list of desirable characteristics and a set of criteria for establishing a system of community colleges in Kentucky, a structured questionnaire was used for other states; an opinionated questionnaire was used for Kentucky; visits were made to 19 of the institutions of higher education in Kentucky; and, a visit was made to the U. S. Office of Education. A form requesting an analysis of the enrollment of all institutions of higher education in Kentucky was sent to all colleges both public and private. These visits, questionnaires, and forms along with other information from the Department of Education, Council on Public Higher Education, bulletins and pamphlets from other states and the U. S. Office of Education constitute the basis of information used in the study.

Help of People in Research

The questionnaires and forms were presented to five people in various educational positions in the field of research for their suggestions and comments. The final forms were developed using the information supplied by these people.

Appendices

The opinionated questionnaire used for Kentucky colleges is found in Appendix A. The structured questionnaire used for other states is listed as Appendix B. The list of states included in the study and the titles of people who responded are given in Appendix C. The enrollment form is filed as Appendix D.

The Opinionated Questionnaire

The opinionated questionnaire was sent to the presidents and directors of all senior, junior, and community colleges in Kentucky. A total of 289 letters pertaining to Kentucky was written in gathering the information through questionnaires and forms. There is a total of 40 institutions of higher education in Kentucky. These include 17 private senior colleges, 8 private junior colleges, 5 State senior colleges, 1 State University, 1 semi-private municipal university, 1 municipal junior college, and 7 community colleges (branches of the University of Kentucky).

Of the 40 institutions contacted, 31 colleges, or 77.5 percent, completed the opinionated questionnaire. The form requesting an analysis of the enrollment was received from 34 of the institutions, or 85 percent.

In addition to the correspondence with these 40 institutions, visits were made to 19 of them and many were contacted by telephone. During the visits, the program, problems, and plans of the college were discussed. A tour of the campus gave an insight as to facilities and the future needs and plans of the institution.

The purpose of the opinionated questionnaire was to get the opinions of the heads of all institutions of higher education in Kentucky regarding the desirable characteristics and the criteria for establishing a system of community colleges in Kentucky. These opinions were tabulated and analyzed.

A visit to the Office of Education was made in October, 1964. During the visit, surveys and literature of the Office of Education were discussed and many helpful suggestions were received. Many pamphlets and bulletins concerning higher education and studies that had been made were acquired for reference and suggestions.

The Structured Questionnaire

Twenty-eight states were contacted in regard to the structured questionnaire. A total of 94 different people were contacted and a total of 149 letters were written to people out of the State. Of the 28 states contacted, answers were received from 20 states, or over 71 percent. A total of 37 questionnaires were received from the 20 states that replied. The states that replied were Alabama, California, Colorado, Florida, Georgia, Illinois, Iowa, Kansas, Maryland, Michigan, Minnesota, Mississippi New Jersey, New York, North Carolina, North Dakota, Ohio, Pennsylvania, Virginia and Washington. A majority of the public two-year colleges are located in these twenty states.

The selection of the states contacted was based on several factors. The factors used were geographical, states with successful experience over a period of time, states with new programs, and some that have made little progress.

An effort was made to find out the person or persons in each state that were the most knowledgeable in the field of community colleges. Of the 37 replies received, 12 were from people connected with junior colleges, 11 from people in state departments of education, 8 from superintendents of schools, 3 from state universities, 2 from technical institutes, and one from a member of a board of higher education. All of these people were in some way associated with or worked in the development, organization, or supervision of públic two-year colleges.

The structured questionnaire was designed for two purposes. One was to find out the present characteristics and criteria of the state. The second purpose was designed to have the person to evaluate the present system and make suggestions as to improvement of their own state programs. This information was tabulated and analyzed as to present and suggested programs.

Forms Used for College Enrollments

The form used for enrollment analysis was designed to find out the enrollment patterns of the various institutions. Some of the information desired was proximity to the college, out-of-state, and foreign students. It also asked for the enrollment for full-time and part-time students. The enrollments were tabulated and analyzed by types of institutions.

PRESENTATION, ANALYSIS, AND INTERPRETATION OF DATA

Introduction

This presentation, analysis, and interpretation of data is based on 31 replies to the Opinionated Questionnaire on Criteria and Characteristics for Establishing Public Community Colleges; 37 replies from twenty states to the Structured Questionnaire on Criteria and Characteristics Concerning Public Community Colleges in other states; and the 34 replies received on the analysis of the enrollment of each institution.

The tables for the opinionated questionnaire were divided into four groups as follows:

1. The State University and Community Colleges
2. The State Colleges
3. The Private Four-Year Colleges
4. The Junior Colleges.

The opinions to the questions were tabulated by the above categories, with percentages figured where practicable. All opinions and suggestions that could not be presented in tables were listed and explained.

The structured questionnaire was divided by states and individuals for use in the tables. The number of individuals responding from the twenty states ranged from one to four responses for each state or a total of 37. Other data received that could not be put in tables were recorded and explained.

The enrollments of the 34 institutions that responded were presented in tables with the proper analysis and interpretation.

Authorization of Community Colleges by General Legislation

Tables 1, 2, and 3 relate to the topic of authorizing community colleges by general legislation. In Table 1, twenty-four, or 89 percent, of the twenty-seven institutions that responded thought community colleges should be authorized by general legislation. Some of the answers were qualified by such comments as, after recommendation of the Council on Public Higher Education; upon objective recommendations; not each specific college; criteria should be authorized; and system but not location.

TABLE 1. COMMUNITY COLLEGES AUTHORIZED BY GENERAL LEGISLATION, STATE OPINIONS

Types of Institutions	Yes	Percent	No	Percent	No Reply	Percent
State University and Community Colleges	5	62.5	2	25.0	1	12.5
State Colleges	5	100.0	0	0.0	0	0.0
Private 4-Year Colleges	7	63.6	1	9.1	3	27.3
Junior Colleges	7	100.0	0	0.0	0	0.0
Totals	24	77.4	3	9.7	4	12.9

In Table 2, it was found that eighteen, or 90 percent, of the twenty states authorized community colleges by general legislation. It was also found that 34 of the individuals lived in states that had general legislation authorizing community colleges. It was interesting to note in Table 3 that the same individuals by states thought the present set-up was the best method. There were 14.5 percent more of the people outside the State who thought community colleges should be authorized by general legislation than those who responded in the State.

TABLE 2. COMMUNITY COLLEGES AUTHORIZED BY GENERAL LEGISLATION IN OTHER STATES

States and Individuals	Yes	Percent	No	Percent	No Reply	Percent
States	18	90.0	2	10.0	0	0.0
Individuals	34	91.9	3	8.1	0	0.0

TABLE 3. COMMUNITY COLLEGES AUTHORIZED BY GENERAL LEGISLATION, OPINIONS OF OTHER STATES AND INDVIDUALS

States and Individuals	Yes	Percent	No	Percent	No Reply	Percent
States	18	90.0	2	10.0	0	0.0
Individuals	34	91.9	2	5.4	1	2.7

Initiating Legislation

There was a wide difference of opinion both in the State and outside as to how and who should initiate legislation for community colleges. Tables 4 and 5 show the number and percentages of replies by people in the State and by states and individuals outside Kentucky. The largest percentage of people in Kentucky, eleven, or 35.5 percent, thought initiating legislation should be by some other method than by petition, election, or governmental agency. The suggestions for initiating legislation were the Council on Public Higher Education; Commisison on Higher Education; local interested organiatizon; State Board of Education; State University; coordinating agency for higher education; and result of serious and commissioned study.

TABLE 4. METHODS OF INITIATING LEGISLATION, STATE OPINONS

Types of Institutions	Petition	Percent	Election	Percent	Agency	Percent	Other	Percent	No Reply	Percent
State University and Community Colleges	0	0.0	2	25.0	0	0.0	3	37.5	3	37.5
State Colleges	0	0.0	2	40.0	0	0.0	3	60.0	0	0.0
Private 4-Year Colleges	2	18.2	1	9.1	1	9.1	4	36.3	3	27.3
Junior Colleges	1	14.3	2	28.6	1	14.3	1	14.3	2	28.6
Totals	3	9.7	3	22.6	2	6.4	11	35.5	8	25.8

The greatest percentage of the 20 states, eight, or 40 percent, had initiating legislation by other than petition, election, or governmental agency. Some of the methods used were by Boards of Regents; sponsored by senator or representative; Junior College Board; State Board of Education; Superintendent of Public In-

TABLE 5. METHODS OF INITIATING LEGISLATION IN OTHER STATES

States and Individuals	Petition	Percent	Election	Percent	Agency	Percent	Other	Percent	No Reply	Percent
States	5	25.0	3	15.0	1	5.0	8	40.0	3	15.0
Individuals	7	18.9	8	21.6	2	5.4	13	35.2	7	18.9

struction; and combinations of one or more methods. There seems to be no consensus of opinion or practice as to how or who should initiate legislation for the establishment of community colleges.

Requiring a Vote of the Local People

A vote of the local people required for establishment was considered important by nineteen, or 61.3 percent, of the people in the State as shown in Table 6. Only the State University and Community Colleges thought a vote of the people should not be required. As shown in Table 7, a majority of the people in Kentucky, seventeen, or 54.8 percent, thought that the vote should include a local tax for the area served. Twelve of the 31 replies did not express an opinion on the requirement of a local tax rate.

TABLE 6. REQUIRE VOTE OF THE LOCAL PEOPLE FOR ESTABLISHMENT, STATE OPINIONS

Types of Institutions	Yes	Percent	No	Percent	No Reply	Percent
State University and Community Colleges	3	37.5	5	62.5	0	0.0
State Colleges	4	80.0	1	20.0	0	0.0
Private 4-Year Colleges	6	54.5	3	27.3	2	18.2
Junior Colleges	6	85.7	0	0.0	1	14.3
Totals	19	61.3	9	29.0	3	9.7

TABLE 7. VOTE REQUIRING LOCAL TAX RATE OF AREA, STATE OPINIONS

Types of Institutions	Yes	Percent	No	Percent	No Reply	Percent
State University and Community Colleges	2	25.0	2	25.0	4	50.0
State Colleges	4	80.0	0	0.0	1	20.0
Private 4-Year Colleges	6	54.5	0	0.0	5	45.5
Junior Colleges	5	71.4	0	0.0	2	28.6
Totals	17	54.8	2	6.5	12	38.7

Tables 8, 9, and 10 show that ten, or 50 percent of the states require a vote of the local people. The people by states thought the present practice should be retained. Nineteen, or 51.4 percent, of the individuals thought the local vote should carry a tax rate for the area. While only half of the twenty states required a local vote, twenty-four, or 64.9 percent, of the individuals thought there should be a local vote required. The consensus of opinion on a local vote and tax rate was about the same inside and outside the State.

TABLE 8. VOTE OF THE LOCAL PEOPLE FOR ESTABLISHMENT REQUIRED IN OTHER STATES

States and Individuals	Yes	Percent	No	Percent	No Reply	Percent
States	10	50.0	10	50.0	0	0.0
Individuals	24	64.9	12	32.4	1	2.7

TABLE 9. VOTE OF LOCAL PEOPLE REQUIRED, OPINIONS FROM OTHER STATES

States and Individuals	Yes	Percent	No	Percent	No Reply	Percent
States	10	50.0	8	40.0	2	10.0
Individuals	24	64.9	9	24.3	4	10.8

TABLE 10. VOTE REQUIRING LOCAL TAX RATE OF AREA IN OTHER STATES

States and Individuals	Yes	Percent	No	Percent	No Reply	Percent
States	8	40.0	6	30.0	6	30.0
Individuals	19	51.4	9	24.3	9	24.3

Comprehensive Survey Before Initiation or Establishment of Community Colleges

The opinion was unanimous by the people in Kentucky that a comprehensive study should be made before initiating or establishing a community college as Table 11 depicts. Tables 12 and 13 reveal that nineteen of the 20 states made comprehensive studies before initiation or establishment. All 37 replies stated that a thorough study should be made. There was no question as to the importance of a study as all respondents were unanimously agreed.

TABLE 11. COMPREHENSIVE STUDY BEFORE INITIATION OR ESTABLISHMENT, STATE OPINONS

Types of Institutions	Yes	Percent	No	Percent	No Reply	Percent
State University and Community Colleges	8	100.0	0	0.0	0	0.0
State Colleges	5	100.0	0	0.0	0	0.0
Private 4-Year Colleges	11	100.0	0	0.0	0	0.0
Junior Colleges	7	100.0	0	0.0	0	0.0
Totals	31	100.0	0	0.0	0	0.0

The difference of opinion came as to who should make the study. The people in Kentucky suggested the study be made by the Council on Public Higher Education; State University; State Department of Education; Commission on Higher Education; local citizens and organization; special appointed committee; and out-of-state professional agency.

TABLE 12. COMPREHENSVE STUDY BEFORE INITIATION OR ESTABLISHMENT IN OTHER STATES

States and Individuals	Yes	Percent	No	Percent	No Reply	Percent
States	19	95.0	1	5.0	0	0.0
Individuals	34	91.9	3	8.1	0	0.0

TABLE 13. COMPREHENSIVE STUDY REQUIRED, OPINIONS FROM OTHER STATES

States and Individuals	Yes	Percent	No	Percent	No Reply	Percent
States	20	100.0	0	0.0	0	0.0
Individuals	37	100.0	0	0.0	0	0.0

The out-of-state replies, as to who should make the study, were as varied as those in the State. They listed the local chamber of commerce; the intermediate school district; local school boards; state board of education; Governor's commission on education beyond high school; state council on higher education; local citizens' groups; independent consultants; county superintendent; state university; junior college board; state department of education; state committee; independent consultants; and combinations of these.

Approval of Community Colleges

Tables 14 and 15 concern the approval of community colleges. Of the 31 replies in Kentucky, twenty-seven thought they should be approved, three had no opinion, and only one thought they should not be approved. All of the 20 states require the approval of community colleges. It was clear that the respondents thought the community colleges should be approved by some agency or organization.

TABLE 14. REQUIRE APPROVAL OF COMMUNITY COLLEGES, STATE OPINIONS

Types of Institutions	Yes	Percent	No	Percent	No Reply	Percent
State University and Community Colleges	6	75.0	1	12.5	1	12.5
State Colleges	4	80.0	0	0.0	1	20.0
Private 4-Year Colleges	10	90.9	0	0.0	1	9.1
Junior Colleges	7	100.0	0	0.0	0	0.0
Totals	27	87.1	1	3.2	3	9.7

TABLE 15. REQUIRE APPROVAL OF COMMUNITY COLLEGES, IN OTHER STATES

States and Individuals	Yes	Percent	No	Percent	No Reply	Percent
States	20	100.0	0	0.0	0	0.0
Individuals	36	97.3	0	0.0	1	2.7

Again the differences occurred as to who should approve the community colleges. The opinions expressed in the State included the State University; Council on Public Higher Education; State Board of Education; regional accrediting agency; State Department of Education; coordinating agency; professional organization; legislature; and combinations of these. The ones mentioned most were the State University, the Council on Public Higher Education, the State Board of Education, and the State Department of Education.

The 20 states included in the study listed the following as approving the community colleges and the number of states in each category in parentheses:

1. State Board of Education (4)
2. State University (3)
3. State Department of Education (2)
4. Board of Regents (2)
5. State Superintendent and State Board of Education (2)

6. State College Accrediting Commission (1)
7. Regional Accrediting Agency (1)
8. As branches of other institutions (1)
9. State Superintendent (1)
10. State Board of Education and legislature (1)
11. State Board of Education and State Board of Regents (1)
12. State (1).

State Agency Approval for Establishment of Community Colleges

The State Board of Education was the state approval agency for establishing community colleges in nine, or 45 percent, of the states. The Junior College Board and the Board of Regents were the approving agency in two states each. No other agency was listed more than once.

All the replies in Kentucky, except one, said there should be state agency approval for the establishment of community colleges. Table 16 shows that one junior college said there should not be approval by a state agency.

TABLE 16. REQUIRE STATE AGENCY APPROVAL FOR ESTABLISHMENT, STATE OPINIONS

Types of Institutions	Yes	Percent	No	Percent	No Reply	Percent
State University and Community Colleges	8	100.0	0	0.0	0	0.0
State Colleges	5	100.0	0	0.0	0	0.0
Private 4-Year Colleges	11	100.0	0	0.0	0	0.0
Junior Colleges	6	85.7	1	14.3	0	0.0
Totals	30	96.8	1	3.2	0	0.0

Table 17 shows that all of the 20 states require state agency approval. There were six individuals, however, from other states that felt that there should not be state agency approval.

TABLE 17. REQUIRE STATE AGENCY APPROVAL FOR ESTABLISHMENT, OTHER STATES

States and Individuals	Yes	Percent	No	Percent	No Reply	Percent
States	20	100.0	0	0.0	0	0.0
Individuals	31	83.8	6	16.2	0	0.0

There is a wide difference of opinion as to what state agency should approve the establishment of community colleges. The following are the ones listed by the replies from Kentucky and the number of times mentioned in parentheses:

1. State University (7)
2. Council on Public Higher Education (5)
3. State Board of Education (4)
4. Board of Regents of State Colleges (1)
5. Combination (9)
6. No agency listed (5).

The combinations included two or more of the above along with the State Superintendent.

The state agency that approves the establishment of community colleges in the 20 states are listed below with the number of states in parentheses:

1. State Board of Education (9)
2. Board of Regents (2)
3. State Department of Education (1)
4. State Superintendent (1)
5. Junior College Board (1)
6. Junior College Commission (1)
7. Junior College Commission and the State Board of Education (1)
8. State Council of Higher Education (1)
9. State University and Board of Regents (1)
10. Didn't list agency (2).

Accreditation of Community Colleges

All but one of the replies from Kentucky said the community colleges should be accredited and one did not reply. Table 18 shows that one private four-year college did not think they ought to be accredited.

TABLE 18. COMMUNITY COLLEGES SHOULD BE ACCREDITED, STATE OPINIONS

Types of Institutions	Yes	Percent	No	Percent	No Reply	Percent
State University and Community Colleges	7	87.5	0	0.0	1	0.0
State Colleges	5	100.0	0	0.0	0	0.0
Private 4-Year Colleges	10	90.9	1	9.1	0	0.0
Junior Colleges	7	100.0	0	0.0	0	0.0
Totals	29	93.6	1	3.2	1	3.2

Table 19 reveals that seventeen of the 20 states have accredited community colleges. In the states that are not accredited, the trend is toward accreditation either on a given date or after they have met certain standards.

TABLE 19. COMMUNITY COLLEGES ACCREDITED IN OTHER STATES

States and Individuals	Yes	Percent	No	Percent	No Reply	Percent
States	17	85.0	3	15.0	0	0.0
Individuals	31	83.8	6	16.2	0	0.0

The college presidents and directors in Kentucky thought the community college should be accredited by the regional accrediting agency. Twenty-five listed the regional agency, one the Department of Education, and two the Department of Education and the regional agency.

The accrediting agency in the 17 states are listed with the number of states in parentheses:

1. Regional Association (8)
2. State Commission and Regional Agency (2)
3. State Department of Education (2)
4. Approved as branches of institutions (1)
5. Board of Regents (1)
6. Board of Regents and regional agency (1)
7. State Board of Education and regional agency (1)
8. State University and regional agency (1).

Two states said their community colleges were too new for accreditation and one did not reply. The two that said they were too new indicated that they would be accredited in the future.

Coordinating Agency for Community Colleges and Other Institutions

Most of the people in and out of the State thought there should be an agency to coordinate the functions of the community college with those of other institutions of higher education in the State. Table 20 gives the opinions of the people in the State and Table 21 shows what the 20 states are doing and what the 37 individuals think.

TABLE 20. AGENCY TO COORDINATE FUNCTIONS WITH OTHER HIGHER EDUCATION INSTITUTIONS, STATE OPINIONS

Types of Institutions	Yes	Percent	No	Percent	No Reply	Percent
State University and Community Colleges	6	75.0	1	12.5	1	12.5
State Colleges	5	100.0	0	0.0	0	0.0
Private 4-Year Colleges	10	90.9	1	9.1	0	0.0
Junior Colleges	6	85.7	1	14.3	0	0.0
Totals	27	87.1	3	9.7	1	3.2

TABLE 21. AGENCY TO COORDINATE FUNCTIONS WITH OTHER HIGHER EDUCATION INSTITUTIONS IN OTHER STATES

States and Individuals	Yes	Percent	No	Percent	No Reply	Percent
States	18	90.0	2	10.0	0	0.0
Individuals	33	89.2	4	10.8	0	0.0

Twenty-seven people in the State think there should be a coordinating agency, three think there should not be and one did not give an opinion.

Eighteen states have a coordinating agency and two do not. Thirty-three individuals from other states think there should be a coordinating agency and four think there should not be one.

The breakdown for the coordinating agency for community colleges in Kentucky is listed as follows with the number of replies in parentheses:

1. Council on Public Higher Education (10)
2. State University (6)
3. State Department of Education (1)
4. State Board of Education (1)
5. State Department of Education and Council on Public Higher Education (1)
6. State University or State College (1)
7. Community College System (1).

One stated that it should be an outside agency and another said the agency should include private and public colleges. Eight people did not reply to this question.

Four people thought there should be a new agency, namely, Community Junior College Board, Commission on Higher Education, Kentucky Association on Higher Education, or Agency for Coordination of Community and 4-Year Colleges. The different people suggested for membership on the new agency were lay citizens, public colleges, private colleges, Department of Education, State Board of Education, community colleges, and State government.

Of the 20 states included in the study, eighteen have a coordinating agency. The agencies are listed below and the number of states for each in parentheses:

1. Board of Regents (3)
2. State Association of Colleges and Universities (2)
3. State Board of Education (1)
4. Advisory Council for Higher Education (1)
5. State Board of Higher Education (1)
6. Advisory Council (1)
7. Coordinating Council for Higher Education (1)
8. State Council for Higher Education (1)
9. Committee appointed by State Board of Education (1)
10. Presidents of Community Colleges (1)
11. Liaison Committee on Higher Education (1)
12. Superintendent of Public Instruction and Board of Higher Education (1)
13. Bureau of Community Colleges and State Association of Junior Colleges (1)
14. State Board of Education and State Advisory Council for Higher Education (1)
15. State University and State Department of Education (1).

Supervision of Community Colleges

In answering the question as to what agency or institution should supervise the community colleges, the following answers were given by Kentucky people:

1. State University (7)
2. State Department of Education (2)
3. Controlling agency, board, or institution (1)
4. Community college's board of trustees (1)
5. Local advisory board (1)
6. Special committee of the local school board (1)
7. State Board of Education and local advisory board (1)
8. Agency with special competency (1)
9. Sponsoring institution or agency (1)
10. Board of Higher Education (1).

Fourteen people did not express an opinion on this question. Of the seven who gave the State University as the supervising institution, six were University-connected. One private junior college also listed the State University.

The supervision of community colleges in the twenty states studied with the number of states for each category are as follows:

1. State Board of Education (5)
2. State Department of Education (4)
3. Board of Regents (2)
4. Junior College Commission (1)
5. State Department of Public Instruction (1)
6. Superintendent of Public Instruction; Vocational Board; Teacher Certification Board (1)
7. State colleges, each being responsible for certain community colleges (1)
8. Department of Community Colleges (1)
9. State Board of Higher Education (1)
10. In order: Bureau of Community Colleges; Department of Higher Education; and Department of Public Instruction for State Board of Education (1)
11. Local Board of Trustees (1)
12. State Junior College Board (1).

In reply to the question of who should supervise community colleges, 31 of the 37 people gave the following list:

1. State Board of Education (8)
2. State Department of Education (6)
3. State Junior College Board (6)
4. Board of Regents (2)
5. Department of Community Colleges (2)
6. Local Board of Trustees (2)
7. State Colleges, each being responsible for certain community colleges (1)
8. Junior College Commission (1)
9. Bureau of Community Colleges for State Community College Board (1)
10. Will depend on state structure (ours should be State University) (1)
11. State Board of Higher Education (1).

Control of the Community Colleges

There were mixed feelings about who should control community colleges. Of the 29 who answered this question, nine specified the State University; four the Local Board of Regents or Trustees; three, the State Board of Education; two, a special State Council or Commission; and eleven said there should be control by more than one agency. Among others mentioned were the Council on Public Higher Education; local board of education; State colleges; Commission on Higher Education; State Department of Education and Unifying Board.

The controlling board in the twenty states studied were as follows:

1. Board of Trustees (8)
2. Local School Board (6)
3. Parent Institution (1)
4. State Board of Education (1)
5. Board of Regents (1)
6. State Junior College Board (1)
7. State Board of Public Instruction and State Board of Regents (1)
8. Local Board of Education, if city, and Local Board of Regents if separate county system (1).

It was found that eight of the states had a governing board for the community colleges and six were under control of the local school board. The others varied from state to state.

Local Advisory Board

The opinions and present practices concerning a local advisory board are shown in Tables 22, 23, and 24. Of the twenty-six people in the State who replied, as shown in Table 22, twenty-four thought there should be a local advisory board if there were no local board to control community colleges.

TABLE 22. A LOCAL ADVISORY BOARD IF NO LOCAL BOARD IN CONTROL, STATE OPINIONS

Types of Institutions	Yes	Percent	No	Percent	No Reply	Percent
State University and Community Colleges	7	87.5	1	12.5	0	0.0
State Colleges	4	80.0	0	0.0	1	20.0
Private 4-Year Colleges	8	72.7	1	9.1	2	18.2
Junior Colleges	5	71.4	0	0.0	2	28.6
Totals	24	77.4	2	6.5	5	16.1

Table 23 shows that 14 of the twenty states that replied have a local advisory board, five do not, and one state did not reply to the question. In regard to what they thought about this question, the twelve states that replied and twenty of the 21 individuals said there should be a local advisory board if there were no local board in control. Of the states and individuals who expressed an opinion, the concensus was that a local advisory board was desirable, if there were not a local board who controlled the community college.

TABLE 23. LOCAL ADVISORY BOARDS IN OTHER STATES

States and Individuals	Yes	Percent	No	Percent	No Reply	Percent
States	14	70.0	5	25.0	1	5.0
Individuals	21	56.7	10	27.0	6	16.3

TABLE 24. DESIRABILITY OF A LOCAL ADVISORY BOARD, OPINIONS FROM OTHER STATES

States and Individuals	Yes	Percent	No	Percent	No Reply	Percent
States	12	60.0	0	0.0	8	40.0
Individuals	20	54.1	1	2.7	16	43.2

Selection of the Governing Board

It was the opinion of the State people, as shown in Table 25, that the governing board should be appointed. Of the 22 who replied, sixteen said they should be appointed; four said they should be elected; and two said use both methods.

Table 26 shows that ten of the 20 states elect the governing board, eight are appointed and two states use both methods. As to the best method of selecting the governing board, 11 states and 20 individuals preferred election; 6 states and 11 individuals preferred appointment; and one state and one individual thought both

TABLE 25. SELECTION OF GOVERNING BOARD, STATE OPINIONS

Types of Institutions	Elected	Percent	Appointed	Percent	Both	Percent	No Reply	Percent
State University and Community Colleges	0	0.0	5	62.5	1	12.5	2	25.0
State Colleges	1	20.0	3	60.0	0	0.0	1	20.0
Private 4-Year Colleges	2	18.2	4	36.4	1	9.0	4	36.4
Junior Colleges	1	14.3	4	57.1	0	0.0	2	28.6
Totals	4	12.9	16	51.6	2	6.5	9	29.0

TABLE 26. SELECTION OF GOVERNING BOARD IN OTHER STATES

States and Individuals	Elected	Percent	Appointed	Percent	Both	Percent	No Reply	Percent
States	10	50.0	8	40.0	2	10.0	0	0.0
Individuals	20	54.1	12	32.4	2	5.4	3	8.1

methods should be used, as shown in Table 27. The people in Kentucky thought the governing board should be appointed, while the practice and opinions of other states and people favored the election method.

The people in the State who responded thought the governing board should be appointed or elected in the following manner:

TABLE 27. BEST METHOD FOR SELECTION OF GOVERNING BOARD, OPINIONS FROM OTHER STATES

States and Individuals	Elected	Percent	Appointed	Percent	Both	Percent	No Reply	Percent
States	11	55.0	6	30.0	1	5.0	2	10.0
Individuals	20	54.1	8	21.6	1	2.7	8	21.6

1. Appointed by the Governor (3)
2. Appointed by the State Board of Education (2)
3. Appointed by the Local Board of Education (1)
4. Appointed by the Superintendent of Public Instruction (1)
5. Appointed by the Council on Public Higher Education (1)
6. Appointed by the Commission on Higher Education (1)
7. Some elected by people and some appointed by Governor (1)
8. Appointed by Governor or some public agency (1)
9. Appointed by Controlling Agency (1)
10. Appointed by the Governor, State Board of Education and College Board (1).

There was mixed opinion about the selection of the controlling board, with more favoring the appointment by the Governor than any other method.

Other states who responded said the governing board was appointed or elected in the following manner:

1. Elected by local people (7)
2. Appointed by the Governor (2)
3. Elected by local sponsor (1)

4. Appointed by Governor and different groups (1)
5. Appointed by local governmental body (1)
6. Appointed by president of college (1)
7. Appointed by State Board of Education (1)
8. Appointed by president of sponsoring institution (1)
9. Appointed by Board of Supervisors (1)
10. Appointed then elected by Commissioners of district (1)
11. Appoint or elect. Governor appoints from nominees of area (1).

Written Statement of Policy Regarding Criteria for Establishment

All of the 31 replies from the State, except one, said there should be a written statement of policy on criteria for establishment, as shown in Table 28.

TABLE 28. WRITTEN STATEMENT OF POLICY REGARDING CRITERIA FOR ESTABLISHMENT, STATE OPINIONS

Types of Institutions	Yes	Percent	No	Percent	No Reply	Percent
State University and Community Colleges	8	100.0	0	0.0	0	0.0
State Colleges	5	100.0	0	0.0	0	0.0
Private 4-Year Colleges	10	90.9	1	9.1	0	0.0
Junior Colleges	7	100.0	0	0.0	0	0.0
Totals	30	96.8	1	3.2	0	0.0

TABLE 29. WRITTEN STATEMENT OF POLICY REGARDING CRITERIA FOR ESTABLISHMENT IN OTHER STATES

States and Individuals	Yes	Percent	No	Percent	No Reply	Percent
States	18	90.0	2	10.0	0	0.0
Individuals	28	75.7	8	21.6	1	2.7

Table 29 shows that 18 of the twenty states have a written statement of policy regarding criteria for establishment.

The policy concerning criteria is developed by various methods in the 20 states studied. Every state has a different method and they were done by different groups and combinations of groups. The State Department of Education and/or the State Board of Education were mentioned by ten of the states as helping develop the criteria for establishing community colleges. In other states the criteria were developed by the state university, special committee, outside consultants, law, board of regents, junior college commission, local governmental groups, and many used combinations of two or more of these groups.

The criteria are enforced in the 20 states by different groups. Of the fourteen states that reported, five said the criteria were enforced by the State Department of Education; four by the State Board of Education; two by the State Superintendent; one by the State University; one by the Board of Regents; and one by the State Council on Higher Education. Eleven of the 14 states that replied said the criteria were enforced either by the State Department of Education, the State Board of Education, or the State Superintendent.

Minimum and Potential Full-time and Part-time Enrollment

Replies were received from 24 institutions in the State regarding full-time minimum starting enrollment and from 21 regarding full-time potential enrollment as shown in Table 30. Twelve, or 50 percent, of the replies on beginning enrollment said it should be 101 to 200; five said 201 to 300; four said 100 or less; two said 301 to 400; and one said 401 to 500. Seventeen, or 70.8 percent, thought the full-time minimum starting enrollment should be in the range of 101 to 300.

In regard to full-time potential enrollment, six institutions of the State thought the range should be 300 to 499; six from 500 to 699; five, 900 or more; three from 100 to 299; and one from 700 to 899. Twelve, or 57.1 percent, of the 21 replies thought the range should be from 300 to 699. Five, or 23.8 percent, thought the potential full-time enrollment should be 900 or more.

As Table 31 shows, sixteen State people gave their opinion on part-time minimum starting enrollment and fifteen on potential enrollment. Of the sixteen replies on part-time enrollment, nine thought it should be 100 or less; five from 101 to 200; one from 201 to 300; and one from 301 to 400. Fourteen, or 87.5 percent, said the minimum part-time starting enrollment should be from 100 or less to 200. The potential part-time enrollment was of more varied opinion. Of the fifteen replies, five, or 33.3 percent, thought it should be from 100 to 299; four, or 26.7 percent, from 500 to 699; two from 300 to 499; two from 700 to 899; and two thought it should be 900 or more. Eleven, or 73.3 percent, thought the range should be from 100 to 699.

As Tables 32 and 33 reveal, there does not seem to be any stringent requirements in most of the twenty states studied in regard to full-time and part-time enrollment. Of the eleven replies received from states on minimum full-time starting enrollment, seven, or 63.6 percent, thought the range should be from 100 or less to 400. Two states had no required starting enrollment but one had a required number of high school seniors for the area and one required an average daily attendance of 1,000 within two years. Only six states required a potential full-time enrollment. Four of the six states, or 66.7 percent, required from 500 to 699; one required from 300 to 499; and one required 900 or more. As to what the people in other states thought on beginning and potential full-time enrollment, most of the people did not respond. On starting full-time enrollment, 13 replies were received and the range was from 100 or less to 500 or more. Four, or 30.8 percent, of the people who responded said the range should be from 401 to 500. Only nine replies were received on potential full-time enrollment. Five of the nine, or 55.5 percent, thought the potential full-time enrollment should be 900 or more. All of the people thought the potential enrollment should be 500 or more.

Other states and the opinions from other states placed the starting and potential full-time enrollment higher than did the people from Kentucky.

There did not seem to be much consideration or interest from other states and individuals concerning starting and potential part-time enrollment. None of the states required a starting part-time enrollment, and only two a potential part-time enrollment. One state required from 500 to 699 and one required 900 or more. As to opinions on starting part-time enrollment, one individual thought it should be from 401 to 500 and one said 501 or more. On potential part-time enrollment, one thought it should be from 101 to 299 and

TABLE 30. MINIMUM STARTING AND POTENTIAL FULL-TIME ENROLLMENT, STATE OPINIONS

	Minimum Starting						Potential					
Types of Institutions	100 or less	101-200	201-300	301-400	401-500	No Reply	100-299	300-499	500-699	700-899	900-over	No Reply
State University and Community Colleges	1	3	1	1	0	2	2	0	3	1	0	2
State Colleges	1	1	1	1	0	1	0	1	0	0	3	1
Private 4-Year Colleges	1	3	2	0	1	4	0	2	1	0	1	7
Junior Colleges	1	5	1	0	0	0	1	3	2	0	1	0
Totals	4	12	5	2	1	7	3	6	6	1	5	10

TABLE 31. MINIMUM STARTING AND POTENTIAL PART-TIME ENROLLMENT, STATE OPINIONS

	Minimum Starting						Potential					
Types of Institutions	100 or less	101-200	201-300	301-400	401-500	No Reply	100-299	300-499	500-699	700-899	900-over	No Reply
State University and Community Colleges	3	2	0	0	0	3	0	2	2	1	0	3
State Colleges	2	1	1	0	0	1	1	0	1	1	1	1
Private 4-Year Colleges	2	1	0	1	0	7	2	0	1	0	0	8
Junior Colleges	2	1	0	0	0	4	2	0	0	0	1	4
Totals	9	5	1	1	0	15	5	2	4	2	2	16

TABLE 32. REQUIRED AND DESIRABLE MINIMUM STARTING AND POTENTIAL FULL-TIME ENROLLMENT IN OTHER STATES

States and Individuals	Minimum Starting								Potential						
	100 or less	101-200	201-300	301-400	401-500	501-over	Qualified	No Reply	100-299	300-499	500-699	700-899	900-over	Qualified	No Reply
Actual															
States	2	2	0	3	1	1	2	9	0	1	4	0	1	0	14
Individuals	3	2	1	5	2	3	2	19	0	2	5	0	5	0	25
Desirable															
States	1	1	0	0	4	1	1	12	1	0	2	1	1	1	14
Individuals	1	2	0	1	4	3	2	24	0	0	2	1	5	1	28

TABLE 33. REQUIRED AND DESIRABLE MINIMUM STARTING AND POTENTIAL PART-TIME ENROLLMENT IN OTHER STATES

States and Individuals	Minimum Starting								Potential						
	100 or less	101-200	201-300	301-400	401-500	501-over	Qualified	No Reply	100-299	300-499	500-699	700-899	900-over	Qualified	No Reply
Actual															
States	0	0	0	0	0	0	0	20	0	0	1	0	1	0	18
Individuals	0	0	0	0	0	1	0	36	0	0	1	0	3	0	33
Desirable															
States	0	0	0	0	0	0	0	20	1	0	0	0	1	0	18
Individuals	0	0	0	0	1	1	0	35	1	0	0	0	3	0	33

three thought it should be 900 or more. Evidently part-time enrollment is not considered in the criteria and is not thought to be an important factor in establishing a community college.

Commuting Distance of Students

Twenty-two people in the State replied on commuting distance of students. As shown in Table 34, nine, or 40.9 percent, thought the commuting distance should be 25 miles or less. Five thought it should be 26 to 35 miles; two thought it should be 36 to 45; and four thought it should be 46 to 55 miles.

As Table 35 shows, only seven states of the 20 had a commuting distance established. Five of the seven states, or 71.4 percent set the commuting distance from 26 to 35 miles. One state set the commuting distance from 46 to 55 miles. One state specifies the county of residence or commuting distance without stating the miles. Along with the distance traveled, sometimes there is a commuting time specified such as 45 minutes or one hour.

Only three people of the 37 replies from other states expressed an opinion as to commuting distance. One said 25 miles; one said 100 miles; and one said it depended on the populaiton of the area.

From the replies and opinions received there are other factors to be considered in establishing community colleges which are more important than distance. Some of these factors are concentration of population, traveling time, road conditions, public transportation, and topographical conditions.

Proximity to Other Institutions of Higher Education

There was a wide range of opinions on the minimum distance a community college should be located from other institutions of higher education. Twenty-five of the State people expressed an opinion. As Table 37 shows, the range in miles was 25 or less to over 75 miles. The largest number, five, or 20 percent, said 36 to 45 miles. Seven qualified their answers by such comments as the State University should place where needed; depends on the type and functions of the institution; and depends on population and location.

TABLE 34. COMMUTING DISTANCE OF STUDENTS, STATE OPINIONS

Types of Institutions	Miles Radius							
	25 or less	26-35	36-45	46-55	56-65	66-75	Over 75	No Reply
State University and Community Colleges	2	2	1	1	0	0	0	2
State Colleges	1	1	0	0	0	1	0	2
Private 4-Year Colleges	2	1	0	2	0	1	0	5
Junior Colleges	4	1	1	1	0	0	0	0
Totals	9	5	2	4	0	2	0	9

TABLE 35. COMMUTING DISTANCE ESTABLISHED IN OTHER STATES

States and Individuals	Yes	No	No Reply	Miles Radius								
				25 or less	26-35	36-45	46-55	56-65	66-75	Over 75	Qualified	No Reply
States	7	12	1	0	5	0	1	0	0	0	1	13
Individuals	7	28	2	0	6	0	1	0	0	0	2	28

TABLE 36. DESIRABLE COMMUTING DISTANCE, OPINIONS FROM OTHER STATES

	Miles Radius								
States and Individuals	**25 or less**	**26-35**	**36-45**	**46-55**	**56-65**	**66-75**	**Over 75**	**Quali-fied**	**No Reply**
States	1	0	0	0	0	0	1	1	17
Individuals	1	0	0	0	0	0	1	1	34

TABLE 37. MINIMUM DISTANCE FROM OTHER INSTITUTIONS OF HIGHER EDUCATON, STATE OPNIONS

	Distance in Miles								
Types of Institutions	**25 or less**	**26-35**	**36-45**	**46-55**	**56-65**	**66-75**	**Over 75**	**Quali-fied**	**No Reply**
State University and Community Colleges	2	0	0	0	0	0	0	4	2
State Colleges	0	0	2	0	0	1	0	1	1
Private 4-Year Colleges	0	2	1	2	0	0	1	2	3
Junior Colleges	1	0	2	2	0	0	2	0	0
Totals	3	2	5	4	0	1	3	7	6

Only one state required a minimum distance from other institutions, as shown in Table 38, in locating community colleges and this depended on population and terrain. Only one individual said he thought there should be a minimum distance and again said this would depend on population and terrain. One said the old law required 36 miles but it did not prove satisfactory.

From the experience and opinion from other states, the distance from other institutions did not seem to be a factor. In large cities, the concentration of population might require several community colleges within a few miles.

TABLE 38. MINIMUM DISTANCE FROM OTHER INSTITUTIONS IN OTHER STATES

States and Individuals	Yes	Percent	No	Percent	No Reply	Percent
States	1	5.0	18	90.0	1	5.0
Individuals	1	2.7	33	89.2	3	8.1

Required Minimum Population of the Area as a Factor

Tables 39 and 40 deal with the minimum population of the area. As table 39 shows, only eighteen people in the State answered this question. The opinions ranged from a requirement of 3,000 to 200,000. Four said the population should be from 3,000 to 19,999, while three said it should be over 60,000. Three people qualified their statements by such comments as, whatever is needed to get the enrollment; sufficient to provide the minimum starting enrollment;.and the State University should place them where needed.

Six states, as shown in Table 40, require a minimum population of the area for locating community colleges. Of the five states that gave a population requirement, two said 3,000 to 19,999; one said 30,000 to 39,999; one said 40,000 to 49,999; and one said 60,000 or more. The actual range was from 4,000 to 100,000.

Population alone does not seem to be an important factor. Such other things as present institutions, high school graduates, attitude of the community, and college-going pattern should be given greater consideration.

TABLE 39. MINIMUM POPULATION OF AREA SERVED, STATE OPINIONS

Types of Institutions	3,000-19,999	20,000-29,999	30,000-39,999	40,000-49,999	50,000-59,999	60,000-over	Qualified	No Reply
State University and Community Colleges	1	0	0	1	1	1	2	2
State Colleges	0	1	0	0	0	0	0	4
Private 4-Year Colleges	1	1	1	0	0	1	1	6
Junior Colleges	2	1	0	2	0	1	0	1
Totals	4	3	1	3	1	3	3	13

TABLE 40. MINIMUM POPULATION OF AREA SERVED IN OTHER STATES

States and Individuals	Yes	Percent	No	Percent	No Reply	Percent	3,000-19,999	20,000-29,999	30,000-39,999	40,000-49,999	50,000-59,999	60,000-over	Qualified	No Reply
States	6	30.0	13	65.0	1	5.0	2	0	1	1	0	1	0	15
Individuals	12	32.4	24	64.9	1	2.7	4	0	3	1	1	1	0	27

Number of High School Graduates as a Factor

The opinions of people in the State, as shown in Table 41, in regard to high school graduates were answered by eighteen individuals. The range of required high school graduates was from 200 to 6,000. Five of those who answered thought the number should be 1,000 or more. Three of the people qualified their statements by saying there should be sufficient high school graduates to provide the desired enrollment; and the State University should place where needed.

As shown in Table 42, only five states require a minimum number of high school graduates. Two states required 800; one required 1,500; one required 600; and one required 450.

Required High School Enrollment (Grades 9-12) as a Factor

As shown in Table 43, twelve people in the State expressed an opinion that there should be a required number of high school pupils enrolled in Grades 9 through 12. The range of the required number was from 800 to 5,000 or more.

Five of the states, as indicated in Table 44, require a minimum enrollment in Grades 9 through 12 of the area served. The range was from 1,200 to 3,500. One state required 400 in the twelfth grade.

Financial Ability of the Area as a Factor

In Table 45, only 26 people in the State gave an opinion as to financial ability of the area as a factor. Of this number, seventeen said it should be a factor and nine said it should not be. The State University and Community Colleges were the only institutions that a majority said the financial ability of the area served should not be a factor for establishing community colleges.

TABLE 41. NUMBER OF HIGH SCHOOL GRADUATES AS A FACTOR, STATE OPINIONS

Types of Institutions	200-299	300-399	400-499	500-599	600-699	700-799	800-899	900-999	1,000-over	Qualified	No Reply
State University and Community Colleges	1	0	0	1	0	0	0	0	1	2	3
State Colleges	0	1	0	0	0	0	0	0	0	0	4
Private 4-Year Colleges	1	0	1	0	0	1	0	0	1	1	6
Junior Colleges	0	1	1	0	0	1	1	0	3	0	0
Totals	2	2	2	1	0	2	1	0	5	3	13

TABLE 42. NUMBER OF HIGH SCHOOL GRADUATES REQUIRED IN AREA FOR OTHER STATES

States and Individuals	Yes	Percent	No	Percent	No Reply	Percent	200-299	300-399	400-499	500-599	600-699	700-799	800-899	900-999	1,000-over	Qualified	No Reply
States	5	25.0	14	70.0	1	5.0	0	0	1	0	1	0	2	0	1	0	15
Individuals	7	18.9	29	78.4	1	2.7	0	0	1	0	1	0	2	0	2	0	31

TABLE 43. REQUIRED HIGH SCHOOL ENROLLMENT (GRADES 9-12), STATE OPINIONS

Types of Institutions	Less than 1,000	1,000-1,499	1,500-1,999	2,000-2,499	2,500-2,999	3,000-3,499	3,500-3,999	4,000-4,499	4,500-4,999	5,000-over	Qualified	No Reply
State University and Community Colleges	1	1	0	0	0	0	0	0	0	0	2	4
State Colleges	0	0	0	1	0	0	0	0	0	0	0	4
Private 4-Year Colleges	0	0	0	1	0	0	1	0	0	0	1	8
Junior Colleges	0	1	0	0	0	1	0	0	1	1	0	3
Totals	1	2	0	2	0	1	1	0	1	1	3	19

TABLE 44. REQUIRED HIGH SCHOOL ENROLLMENT (GRADES 9-12) IN OTHER STATES

States and Individuals	Yes	Percent	No	Percent	No Reply	Percent	Less than 1,000	1,000-1,499	1,500-1,999	2,000-2,499	2,500-2,999	3,000-3,499	3,500-3,999	4,000-4,499	4,500-4,999	5,000-over	Qualified	No Reply
States	5	25.0	13	65.0	2	10.0	0	1	1	1	0	0	1	0	0	0	1	15
Individuals	5	13.5	28	75.7	4	10.8	0	1	1	1	0	0	1	0	0	0	1	32

TABLE 45. FINANCIAL ABILITY OF AREA AS A FACTOR, STATE OPINIONS

Types of Institutions	Yes	Percent	No	Percent	No Reply	Percent
State University and Community Colleges	2	25.0	4	50.0	2	25.0
State Colleges	4	80.0	0	0.0	1	20.0
Private 4-Year Colleges	6	54.5	3	27.3	2	18.2
Junior Colleges	5	71.4	2	28.6	0	0.0
Totals	17	54.9	9	29.0	5	16.1

Table 46 shows that fourteen states, or 70 percent, of the twenty states studied considered financial ability of the area as a factor in establishing community colleges.

TABLE 46. FINANCIAL ABILITY OF AREA AS A FACTOR IN OTHER STATES

States and Individuals	Yes	Percent	No	Percent	No Reply	Percent
States	14	70.0	5	25.0	1	5.0
Individuals	24	64.9	12	32.4	1	2.7

Assessed Value of Property in Area Served

In regard to required assessed value of the property in the area, only five replies were received from State people as shown in Table 47. One said the assessed value should be 7.5 million dollars and another said it should be 30 million dollars. The others gave no definite amounts but said it should be similar to elementary-secondary support; and, sufficient to provide the needed funds for local support.

TABLE 47. ASSESSED VALUE OF PROPERTY IN AREA AS A FACTOR, STATE OPINIONS

Types of Institutions	Yes	Percent	No	Percent	No Reply	Percent
State University and Community Colleges	0	0.0	0	0.0	8	100.0
State Colleges	2	40.0	0	0.0	3	60.0
Private 4-Year Colleges	1	9.1	0	0.0	10	90.9
Junior Colleges	2	28.6	0	0.0	5	71.4
Totals	5	16.1	0	0.0	26	83.9

TABLE 48. REQUIRED ASSESSED VALUE OF PROPERTY IN AREA IN OTHER STATES

States and Individuals	Yes	Percent	No	Percent	No Reply	Percent
States	4	20.0	15	75.0	1	5.0
Individuals	10	27.0	24	64.9	3	8.1

Table 48 reveals that only four of the 20 states require a certain assessed value of property. Fifteen of the states do not require an assessed value and one state did not reply to this question. One state requires 60 million dollars of assessed property and another requires 75 million dollars. Another state requires $150,000 of assessed value of property per pupil in average daily attendance and one requires enough to pay the bonds and interest for the construction of the college.

Local Support of Community Colleges

There were 20 people in Kentucky who expressed an opinion about local support. They all said local support should be required. Table 49 shows that the opinions were about equally distributed among the types of institutions.

Eighteen of the 20 states require local support as shown in Table 50.

Eight people in the State gave a range of tax rate per $100 of assessed value that they thought should be required. The range varied from a low of $0.10-$0.30 to a high of $1.00-$3.00.

TABLE 49. REQUIRED LOCAL SUPPORT OF COMMUNITY, STATE OPINIONS

Types of Institutions	Yes	Percent	No	Percent	No Reply	Percent
State University and Community Colleges	4	50.0	0	0.0	4	50.0
State Colleges	4	80.0	0	0.0	1	20.0
Private 4-Year Colleges	7	63.6	0	0.0	4	36.4
Junior Colleges	5	71.4	0	0.0	2	28.6
Totals	20	64.5	0	0.0	11	35.5

TABLE 50. LOCAL SUPPORT REQUIRED IN OTHER STATES

States and Individuals	Yes	Percent	No	Percent	No Reply	Percent
States	18	90.0	1	5.0	1	5.0
Individuals	33	89.2	2	5.4	2	5.4

Fourteen of the eighteen states, that require local support, gave the amount that is required. Only two of the fourteen states had the same requirement. This requirement was to furnish the site and all facilities, but there was no local support for current operating costs.

The following is a list of local support required in the fourteen states that responded:

1. Site and all facilities (2)
2. Site for college
3. Operation $0.30, capital outlay $0.30
4. About one-third
5. Per capita cost less state and federal aid

6. Operation, one-third; capital outlay, one-fourth
7. Require $0.10
8. Site plus 50 percent of capital outlay
9. At least $50,000 per year plus buildings
10. Furnish 5 percent of cost
11. One-third; if locality pays student costs, two-thirds
12. Capital outlay 100 precent plus one third of the operation with a maximum rate of $0.50
13. Thirty-five cents with a vote required.

Amount of Support for Each Pupil

Twelve people in the State gave an opinion as to the support needed per child from all sources. The range was from $300 to $1,000 as shown in Table 51. One person qualified the answer by saying the amount required by the regional accrediting association.

Only two states, as shown in Table 52, have a required minimum amount of support behind each child. One state requires $333 and another has $125 per pupil in average daily attendance from the state plus equalization aid.

TABLE 51. FINANCIAL SUPPORT NEEDED FOR PUPIL, STATE OPINIONS

Types of Institutions	300-399	400-499	500-599	600-699	700-over	Qualified	No Reply
State University and Community Colleges	0	1	0	0	0	0	7
State Colleges	1	1	0	1	0	0	2
Private 4-Year Colleges	0	0	0	0	4	1	6
Junior Colleges	0	0	0	1	2	0	4
Totals	1	2	0	2	6	1	19

TABLE 52. FINANCIAL SUPPORT REQUIRED FOR PUPIL IN OTHER STATES

States and Individuals	Yes	Percent	No	Percent	No Reply	Percent
States	2	10.0	16	80.0	2	10.0
Individuals	4	10.8	28	75.7	5	13.5

Provision for the Use of Temporary Buildings

As shown in Table 53, twenty-two, or 88 percent, of the 25 people in Kentucky who expressed an opinion thought there should be temporary buildings provided until permanent facilities could be constructed.

As shown in Tables 54 and 55, only three states require buildings for temporary use and only nine people from five states thought they should be provided. Another person and state gave a qualified answer by saying, if the community so desired to use temporary buildings.

TABLE 53. AVAILABILITY OF TEMPORARY BUILDINGS AS FACTOR, STATE OPINIONS

Types of Institutions	Yes	Percent	No	Percent	No Reply	Percent
State University and Community Colleges	5	62.5	0	0.0	3	37.5
State Colleges	4	80.0	0	0.0	1	20.0
Private 4-Year Colleges	7	63.6	2	18.2	2	18.2
Junior Colleges	6	85.7	1	14.3	0	0.0
Totals	22	71.0	3	9.7	6	19.3

TABLE 54. TEMPORARY BULDINGS REQUIRED IN OTHER STATES

States and Individuals	Yes	Percent	No	Percent	No Reply	Percent
States	3	15.0	14	70.0	3	15.0
Individuals	6	16.2	26	70.3	5	13.5

TABLE 55. TEMPORARY BUILDINGS AVAILABLE, OPINIONS FROM OTHER STATES

States and Individuals	Yes	Percent	No	Percent	Qualified	Percent	No Reply	Percent
States	5	25.0	3	15.0	1	5.0	11	55.0
Individuals	9	24.3	4	10.8	1	2.7	23	62.2

Attitude of the Community as a Factor

Table 56 shows that 28 of the 31 people in the State had an opinion on this question. Twenty-six thought the attitude of the community was important.

TABLE 56. ATTITUDE OF COMMUNITY AS A FACTOR, STATE OPINIONS

Types of Institutions	Yes	Percent	No	Percent	No Reply	Percent
State University and Community Colleges	7	87.5	1	12.5	0	0.0
State Colleges	4	80.0	0	0.0	1	20.0
Private 4-Year Colleges	8	72.7	1	9.1	2	18.2
Junior Colleges	7	100.0	0	0.0	0	0.0
Totals	26	83.8	2	6.5	3	9.7

The attitude of the community is considered as a factor in the criteria for establishing community colleges in seventeen of the 20 states studied, as shown in Table 57. In only one state, that replied to this question, was the attitude of the community not considered.

TABLE 57. ATTITUDE OF COMMUNITY AS A FACTOR IN OTHER STATES

States and Individuals	Yes	Percent	No	Percent	No Reply	Percent
States	17	85.0	1	5.0	2	10.0
Individuals	30	81.1	4	10.8	3	8.1

The people in the State thought this attitude could be determined by surveys which would include such items as:

1. Educational level of community
2. College-going rate of high school graduates
3. Willingness of community to provide financial support
4. United support from all segments of the population

5. Meetings with community leaders, officials, and public and private school personnel
6. Cooperativeness in past civic ventures
7. Study of past performance and patterns
8. Demands for extension services
9. Eagerness and enthusiasm of community leaders.

The various states determine the attitude of the community in the following ways:

1. Through community surveys
2. Election in new district
3. Interviews and questionnaires
4. Student surveys through questionnaires to parents
5. Requests for establishment from local groups
6. Resolutions of support
7. Interest expressed by the leadership of the community
8. Willingness of local community to pass bond issues
9. Organization of a local advisory committee through which surveys can be made and attitudes determined
10. Evidence of community support.

Educational and Training Needs of People of the Area as a Factor

Table 58 shows that the people in the State expressed a unanimous opinion that the educational and training needs of the community should be a factor in establishing community colleges. Only two of the people did not answer this question.

TABLE 58. EDUCATIONAL AND TRAINING NEEDS OF STUDENTS IMPORTANT, STATE OPINIONS

Types of Institutions	Yes	Percent	No	Percent	No Reply	Percent
State University and Community Colleges	8	100.0	0	0.0	0	0.0
State Colleges	4	80.0	0	0.0	1	20.0
Private 4-Year Colleges	10	90.9	0	0.0	1	9.1
Junior Colleges	7	100.0	0	0.0	0	0.0
Totals	29	93.6	0	0.0	2	6.4

In other states, 18 said the extent to which the educational and training needs of the pupils are being met is an important factor of consideration. Two of the states did not reply to this question as shown in Table 59.

TABLE 59. CONSIDERATION OF EDUCATIONAL AND TRAINING NEEDS OF STUDENTS IN OTHER STATES

States and Individuals	Yes	Percent	No	Percent	No Reply	Percent
States	18	90.0	0	0.0	2	10.0
Individuals	32	86.5	3	8.1	2	5.4

The educational and training needs of the community and the extent to which they are being met were determined in other states in the following manner:

1. Community surveys
2. Aspirations of students and parents for higher education and their feeling of unmet needs
3. Percent of high school graduates attending college
4. Average family income
5. Public hearings
6. Business and industry surveys
7. Presence or absence of higher educational facilities in the area
8. Interviews and questionnaires
9. Feasibility study.

Employment Needs and Opportunities of Community as a Factor

Twenty-six people in the State thought the employment needs and opportunities in the community should be a factor in the criteria for establishment of community colleges. Only three people said it should not be a factor as shown in Table 60.

TABLE 60. EMPLOYMENT NEEDS AND OPPORTUNITIES OF COMMUNITY A FACTOR, STATE OPINIONS

Types of Institutions	Yes	Percent	No	Percent	No Reply	Percent
State University and Community Colleges	7	87.5	1	12.5	0	0.0
State Colleges	4	80.0	0	0.0	1	20.0
Private 4-Year Colleges	8	72.7	2	18.2	1	9.1
Junior Colleges	7	100.0	0	0.0	0	0.0
Totals	26	83.8	3	9.7	2	6.5

Table 61 shows that 14 states consider the employment needs and opportunities as a factor. Three states said they did not consider this factor and three did not reply to this question.

TABLE 61. EMPLOYMENT NEEDS AND OPPORTUNITIES OF COMMUNITY A FACTOR, IN OTHER STATES

States and Individuals	Yes	Percent	No	Percent	No Reply	Percent
States	14	70.0	3	15.0	3	15.0
Individuals	27	73.0	7	18.9	3	8.1

The 14 states that considered the employment needs and opportunities as a factor, secured the information in the following manner:

1. Community survey (5)
2. Curricula survey (2)
3. Survey by State Council of Higher Education (1)
4. Business and industry surveys (1)
5. Availability of trained workers or lack of them (1)
6. Feasibility study (1)
7. Survey by State University (1)
8. Through interviews and questionnaires (1)
9. State Department of Education survey (1).

Comprehensiveness of Community Colleges

Seventeen people in Kentucky thought the community colleges should be comprehensive enough to take care of all the public education needs not presently being met by educational institutions. As Table 62 shows, twelve thought they should not and two did not express an opinion.

TABLE 62. COMPREHENSIVE ENOUGH TO TAKE CARE OF UNMET EDUCATIONAL NEEDS, STATE OPINIONS

Types of Institutions	Yes	Percent	No	Percent	No Reply	Percent
State University and Community Colleges	6	75.0	2	25.0	0	0.0
State Colleges	2	40.0	2	40.0	1	20.0
Private 4-Year Colleges	5	45.5	5	45.5	1	9.0
Junior Colleges	4	57.1	3	42.9	0	0.0
Totals	17	54.9	12	38.7	2	6.4

As shown in Table 63, eight of the 20 states said their community colleges were comprehensive enough to take care of all unmet needs of the secondary schools and higher education in the area. Ten states said their community colleges were not comprehensive enough to meet all these needs and two states did not reply to this question.

When people from other states were asked if they thought the community colleges should be comprehensive enough to take care of unmet needs, nineteen individuals from nine states thought they should as shown in Table 64. Only four individuals and one state said they should not be this comprehensive. In answer to this question, 14 individuals and 10 states did not express an opinion.

TABLE 63. COMPREHENSIVE ENOUGH TO TAKE CARE OF UNMET EDUCATIONAL NEEDS IN OTHER STATES

States and Individuals	Yes	Percent	No	Percent	No Reply	Percent
States	8	40.0	10	50.0	2	10.0
Individuals	12	32.4	22	59.5	3	8.1

TABLE 64. COMPREHENSIVE ENOUGH TO TAKE CARE OF UNMET EDUCATIONAL NEEDS, OPINIONS FROM OTHER STATES

States and Individuals	Yes	Percent	No	Percent	No Reply	Percent
States	9	45.0	1	5.0	10	50.0
Individuals	19	51.4	4	10.8	14	37.8

Adverse Effect on Other Institutions of Higher Education as a Factor

Twenty-four people in the State thought the adverse effect on other institutions in the area establishing community colleges should be a factor. Three thought it should not be a factor; two did not reply; and two gave a qualified answer in favor. As shown in Table 65 the overwhelming majority thought it should be a factor in the location of community colleges.

TABLE 65. ADVERSE EFFECT ON OTHER INSTITUTIONS AS A FACTOR, STATE OPINIONS

Types of Institutions	Yes	Per-cent	No	Per-cent	Quali-fied	Per-cent	No Reply	Per-cent
State University and Community Colleges	3	37.5	2	25.0	1	12.5	2	25.0
State Colleges	4	80.0	0	0.0	1	20.0	0	0.0
Private 4-Year Colleges	11	100.0	0	0.0	0	0.0	0	0.0
Junior Colleges	6	85.7	1	14.3	0	0.0	0	0.0
Totals	24	77.4	3	9.6	2	6.5	2	6.5

As shown in Table 66, 14 states said the effect in establishing community colleges would have on other institutions in the area was considered a factor. Five states said it was not considered as a factor and one state did not reply to this question.

TABLE 66. ADVERSE EFFECT ON OTHER INSTITUTIONS AS A FACTOR IN OTHER STATES

States and Individuals	Yes	Percent	No	Percent	No Reply	Percent
States	14	70.0	5	25.0	1	5.0
Individuals	22	59.5	14	37.8	1	2.7

In answer to the question, if it is not now a factor should it be considered, one state and five individuals said yes and two states and four individuals said no.

Other Factors Considered in Establishing Community Colleges

Only four people in the State listed other factors that should be considered in the establishment of community colleges. The factors suggested were:

1. Duplication of services
2. Adequacy of present institutions of higher education
3. Experimental programs using community facilities
4. Population growth
5. Functions to be served
6. Extension of educational opportunity.

Other factors to be considered as suggested by people from other states were:

1. Availability of faculty
2. Community acceptance of philosophy of community colleges.
3. The educational program of the elementary and secondary schools
4. The bonded indebtedness of the area
5. Community services that are being provided and those needed
6. Needs of adult education in the area.

Sources of Income for Community Colleges

In answer to sources of income for community colleges, the answers are as different and as diversified as the 31 people in the State who responded. In regard to local support, the range suggested was from none to 60 percent. The range in State support was from none to 100 percent. Student fees ranged from none to 75 percent. The suggested federal support was none to 25 percent.

However, more people suggested the percentage from each source between 30 and 40 percent than from all other groups combined. The opinions might indicate that the majority opinion was that the source of revenue should be divided equally, after federal deductions, among local, state, and student fees.

The sources of income for community colleges in other states was also as varied as the opinions of the people in Kentucky. Five of the states did not receive any local income and one did not charge any student fees. The income from local sources ranged from 14 percent to 75.5 percent. However, the income for seven of the 15 states that received revenue from taxes for operation amounted to about one-third of the total cost. Capital outlay from local sources was received in five, or 25 percent, of the states. The range was from 25 to 100 percent. In one state the source for capital outlay was divided equally between local and state funds.

State funds for operation ranged from 13.5 percent to 82 percent. Eleven of the 20 states received state appropriations between 30 and 40 percent, with most of them amounting to about one-third of the operating cost. Capital outlay from state sources ranged from 30 to 75 percent.

The amount of student fees charged ranged from 5 to 60 percent. Eight of the states had student fees that amounted to between 30 and 40 percent of the total income. There was no indication of the use of student fees for capital outlay in any of the states.

The amount received from the Federal government did not seem to be significant in many states. In two or three states the amount received for capital outlay was substantial. It is possible that more from the Federal government will be received as the curricula are expanded to include more vocational, adult education, and training and retraining of workers.

In answer to the question, if the source of income for their state was in the right proportion, eight states said it was; ten said it was not; and two did not answer the question.

Of the ten states that said the source of income was not in the right proportion, the tendency was to raise the local revenue requirement if the percentage was low and to lower the amount if the percentage was high. Those states that had a high percentage of state revenue wanted to maintain the amount, but if this source was low, they suggested that it be raised substantially. There was a general feeling that student fees should be lowered and four states suggested that no student fees be charged. The suggestions indicated that the income should be divided equally between local and state sources or the amounts of local, state, and student fees be divided equally.

Location of Community Colleges in Counties That Have Public or Private Colleges

With the exception of the State University and Community Colleges the other institutions thought that community colleges should not be established in counties that already have a public or private college, as shown in Table 67. Fourteen said they should be located without regard to other institutions and eleven thought they should not. Six gave such answers as yes and no, depends on functions, not usually, perhaps, and if necessary. Eight of those who answered yes were the State University and Community Colleges, some of them did qualify their answers.

As shown in Table 68, sixteen, or 80 percent, of the twenty states locate community colleges in counties regardless of the presence of existing public or private colleges. Four of the states do not locate community colleges in such counties.

When asked if this was a wise decision, thirteen states and 26 individuals said yes; one state and two individuals said no; and six states and nine individuals did not reply. The reasons given for locating in the same county as other institutions were:

TABLE 67. ESTABLISHMENT IN COUNTY WITH PUBLIC OR PRIVATE COLLEGES, STATE OPINIONS

Types of Institutions	Yes	Percent	No	Percent	Qualified	Percent	No Reply	Percent
State University and Community Colleges	8	100.0	0	0.0	0	0.0	0	0.0
State Colleges	0	0.0	3	60.0	2	40.0	0	0.0
Private 4-Year Colleges ..	3	27.2	4	36.4	4	36.4	0	0.0
Junior Colleges	3	42.9	4	57.1	0	0.0	0	0.0
Totals	14	45.2	11	35.5	6	19.3	0	0.0

TABLE 68. ESTABLISHMENT IN COUNTY WITH PUBLIC OR PRIVATE COLLEGES IN OTHER STATES

States and Individuals	Yes	Percent	No	Percent	Qualified	Percent	No Reply	Percent
States	16	80.0	4	20.0	0	0.0	0	0.0
Individuals	30	81.1	5	13.5	2	5.4	0	0.0

TABLE 69. ESTABLISHED IN COUNTY WITH PUBLIC OR PRIVATE COLLEGES, OPINIONS OF OTHER STATES

States and Individuals	Yes	Percent	No	Percent	Qualified	Percent	No Reply	Percent
States	13	65.0	1	5.0	0	0.0	6	30.0
Individuals	26	70.3	2	5.4	0	0.0	9	24.3

1. Other colleges not meeting the needs of all children
2. There is a difference in purposes and resulting programs
3. If present costs to students exclude some
4. Some four-year colleges remain traditional
5. There is no competition between comprehensive community colleges and others
6. It has proven wise in instances where tried
7. No institution of higher education attempts to meet all post-high school needs
8. Experience has shown that a community college has no impact on other colleges in the county
9. Community colleges can be confined to areas of need.

Programs and Courses of Community Colleges

As revealed in Table 70, there was an almost unanimous opinion that the community colleges in Kentucky should offer transfer programs, terminal programs in vocational and technical fields. They were of the same opinion in regard to late afternoon, Saturday, and evening courses. One private four-year college thought they should offer vocational and technical courses.

As Table 71 shows, all of the twenty states studied offer transferable credits, terminal courses, also Saturday, evening and late afternoon courses. Seventeen of the states have vocational courses and nineteen have technical courses.

The types of courses suggested by both the State people and people from out of the State were similar in most respects. Most of the people thought they should offer all programs at the two-year level, but not more than two years of transferable credits. The opinion was that the terminal programs should be geared to the interests, needs, and opportunities of the community. In devising the curriculum, it was felt that adult programs and training and retraining of employees in the area should be considered. In general, it was the opinion of most that programs and courses should be offered to meet any community interest or need.

TABLE 70. PROGRAM OFFERINGS OF COMMUNITY COLLEGES, STATE OPINIONS

Type of Courses	State University and Community Colleges			State Colleges			Private 4-Year Colleges			Junior Colleges			Totals		
	Yes	No	No Reply	Yes	No	No Reply	Yes	No	No Reply	Yes	No	No Reply	Yes	No	No Reply
Transferable	8	0	0	4	0	1	11	0	0	7	0	0	30	0	1
Terminal	8	0	0	5	0	0	11	0	0	7	0	0	31	0	0
Vocational	7	1	0	5	0	0	10	0	1	6	0	1	28	1	2
Technical	8	0	0	5	0	0	10	0	1	7	0	0	30	0	1
Saturday, evening late afternoon	8	0	0	4	1	0	11	0	0	7	0	0	30	1	0

TABLE 71. PROGRAM OFFERINGS IN OTHER STATES

Types of Courses	States			Individuals		
	Yes	No	No Reply	Yes	No	No Reply
Transferable	20	0	0	37	0	0
Terminal	20	0	0	37	0	0
Vocational	17	3	0	32	5	0
Technical	19	1	0	35	2	0
Saturday, evening late afternoon	20	0	0	36	0	1

Qualifications of Teachers in Community Colleges

As shown in Table 72, all but one of the people in Kentucky thought teachers in the academic field in community colleges should have a Masters degree. One of the State college people thought a Bachelors degree was sufficient and two did not express an opinion.

TABLE 72. MINIMUM QUALIFICATIONS OF ACADEMIC TEACHERS, STATE OPINONS

Types of Institutions	Bachelors	Masters	No Reply
State University and Community Colleges	0	8	0
State Colleges	1	3	1
Private 4-Year Colleges	0	10	1
Junior Colleges	0	7	0
Totals	1	28	2

Seventeen of the 20 states, as shown in Table 73, require the Masters degree for teachers in the academic field, two require the Bachelor's degree and one state did not reply. The overwhelming majority of the opinions of people in the State and the actual practice in other states reveals that Masters degrees should be required to teach in the academic field in the community colleges.

TABLE 73. MINIMUM QUALIFICATIONS OF ACADEMIC TEACHERS IN OTHER STATES

States and Individuals	Bachelors	Masters	No Reply
States	2	17	1
Individuals	4	30	3

Twenty of 29 who replied in the State thought that the use of specialists in trades, industrial, technical, and adult education should be permitted to teach without degrees or full teacher certification. Table 74 lists those opinions by types of institutions.

TABLE 74. USE OF SPECIALISTS WITHOUT DEGREE OR CERTIFICATE (VOCATIONAL, TECHNICAL, ETC.), STATE OPNIONS

Types of Institutions	Yes	Percent	No	Percent	No Reply	Percent
State University and Community Colleges	4	50.0	4	50.0	0	0.0
State Colleges	2	40.0	2	40.0	1	20.0
Private 4-Year Colleges	8	72.7	2	18.2	1	9.1
Junior Colleges	6	85.7	1	14.3	0	0.0
Totals	20	64.5	9	29.0	2	6.5

Fourteen states permit teachers in these fields without degrees and full certification, six of the states do not permit them to teach as shown in Table 75.

TABLE 75. USE OF SPECIALISTS WITHOUT DEGREE OR CERTIFICATES (VOCATIONAL, TECHNICAL, ETC.) IN OTHER STATES

States and Individuals	Yes	Percent	No	Percent	No Reply	Percent
States	14	70.0	6	30.0	0	0.0
Individuals	26	70.3	8	21.6	3	8.1

Permission of Public Elementary and Secondary Teachers to Teach in Community Colleges

Sixteen people, or 51.6 percent, in the State thought teachers in public elementary and secondary schools should be permitted to teach on part-time basis and two others thought they could be used on a very limited basis. Eight thought they should not be used and five did not reply, as shown in Table 76.

TABLE 76. STATE OPINIONS ON USE OF PUBLIC SCHOOL TEACHERS PART-TIME

Types of Institutions	Yes	Percent	No	Percent	Limited	Percent	No Reply	Percent
State University and Community Colleges	5	62.5	3	12.5	0	0.0	0	0.0
State Colleges	3	60.0	0	0.0	1	20.0	1	20.0
Private 4-Year Colleges	4	36.4	3	27.3	1	9.1	3	27.3
Junior Colleges	4	57.1	2	28.6	0	0.0	1	14.3
Totals	16	51.6	8	25.8	2	6.5	5	16.1

In actual practice in other states, sixteen, or 80 percent, permit public elementary and secondary teachers to teach part-time and four do not permit them to teach, as shown in Table 77.

TABLE 77. USE OF PUBLIC SCHOOL TEACHERS PART-TIME IN OTHER STATES

States and Individuals	Yes	Percent	No	Percent	Limited	Percent	No Reply	Percent
States	16	80.0	4	20.0	0	0.0	0	0.0
Individuals	28	75.7	5	13.5	0	0.0	4	10.8

When asked if this was a good practice, eight states and 15 individuals said yes; five states and 9 individuals said no; and seven states and 13 individuals did not express an opinion. The response is shown in Table 78.

TABLE 78. OPINIONS FROM OTHER STATES AS TO PART-TIME USE OF PUBLIC SCHOOL TEACHERS

States and Individuals	Yes	Percent	No	Percent	Limited	Percent	No Reply	Percent
States	8	40.0	5	25.0	0	0.0	7	35.0
Individuals	15	40.5	9	24.3	0	0.0	13	35.1

Guidance and Counseling Services in Community Colleges

In response to counseling services, sixteen people from colleges in the State thought community colleges required more counseling services; eleven thought they did not; three did not asnwer; and one said all colleges need excellent counseling. Table 79 shows that over half of the people thought community colleges required more guidance and counseling services.

TABLE 79. REQUIRES MORE COUNSELING AND GUIDANCE, STATE OPINIONS

Types of Institutions	Yes	Percent	No	Percent	Qualified	Percent	No Reply	Percent
State University and Community Colleges	6	75.0	1	12.5	1	12.5	0	0.0
State Colleges	1	20.0	3	60.0	0	0.0	1	20.0
Private 4-Year Colleges	7	63.6	2	18.2	0	0.0	2	18.2
Junior Colleges	2	28.6	5	71.4	0	0.0	0	0.0
Totals	16	51.6	11	35.5	1	3.2	3	9.7

As Table 80 shows, eight of the 20 states said the community colleges had more guidance and counseling than other institutions of higher learning; seven said they did not; three said some did; and two did not reply.

In answer to whether community colleges should have more guidance and counseling, all thirteen states and 25 individuals that responded said they should. This is shown in Table 81.

TABLE 80. MORE COUNSELING AND GUIDANCE SERVICES PROVIDED IN OTHER STATES

States and Individuals	Yes	Per-cent	No	Per-cent	Quali-fied	Per-cent	No Reply	Per-cent
States	8	40.0	7	35.0	3	15.0	2	10.0
Individuals	15	40.5	13	35.1	4	10.8	5	13.5

TABLE 81. OUT-OF-STATE OPINIONS ON MORE COUNSELING AND GUIDANCE

States and Individuals	Yes	Per-cent	No	Per-cent	Quali-fied	Per-cent	No Reply	Per-cent
States	13	65.0	0	0.0	0	0.0	7	35.0
Individuals	25	67.6	0	0.0	0	0.0	12	32.4

The reasons given for community colleges requiring more guidance and counseling were the following:

1. Open door policy requires it
2. Clientele is more diversified as to age, formal education, and objectives
3. Comprehensiveness dictates more guidance
4. It is an exploratory experience for many students
5. Ranges of interests, needs, and abilities are greater
6. It is a multi-purpose institution
7. Students in many instances are more immature
8. Community colleges serve as a screening agency
9. Greater proportion of students need help in educational planning
10. Many students are drop-outs or could not meet the requirements of the four-year colleges.

Placement Offices for Community Colleges

Twenty-five of the people from Kentucky thought community colleges should have a placement office; two thought they should not; two did not reply; and two said not necessarily or it depends on the institution. Table 82 shows 80.6 percent of those responding thought there should be a placement office to serve those students completing terminal courses.

TABLE 82. PLACEMENT OFFICE IN COMMUNITY COLLEGES, STATE OPINION

Types of Institutions	Yes	Per-cent	No	Per-cent	Quali-fied	Per-cent	No Reply	Per-cent
State University and Community Colleges	7	87.5	0	0.0	1	12.5	0	0.0
State Colleges	3	60.0	1	20.0	0	0.0	1	20.0
Private 4-Year Colleges	10	90.9	0	0.0	0	0.0	1	9.1
Junior Colleges	5	71.4	1	14.3	1	14.3	0	0.0
Totals	25	80.6	2	6.5	2	6.5	2	6.5

TABLE 83. PLACEMENT OFFICE IN COMMUNITY COLLEGES IN OTHER STATES

States and Individuals	Yes	Per-cent	No	Per-cent	Quali-fied	Per-cent	No Reply	Per-cent
States	9	45.0	5	25.0	5	25.0	1	5.0
Individuals	17	45.9	9	24.3	7	18.9	4	10.8

Nine of the 20 states have a placement office; five do not; in five, some do; and one did not reply. Two of the states, that do not have a placement office now will have in the future. As shown in Table 83, in fourteen of the 20 states, all or some of the community colleges have a placement office.

The reasons given for a placement office were:

1. To aid terminal students to find a job
2. To help students find a part-time job
3. Employment is a real concern of community colleges

4. It is practical and important to have a place for employer and student to meet and confer about job opportunities and need
5. Serves as a public information service
6. It fulfills one of the missions of the institution; supplying needed workers in the technologies, business and other vocations
7. Acts as follow-up on terminal pupils' relations with employers
8. It is a community service for local business and industry
9. The placement office is valuable in curriculum development, counseling, follow-up, and research
10. Placement office becomes more important as community colleges become more comprehensive.

Training and Retraining of Workers in the Area

Twenty-two, or 88 percent, of the 25 people in the State who replied said the community colleges should have a program to train and retrain workers in the area. As shown in Table 84, three said they should not and six did not reply.

TABLE 84. TRAIN AND RETRAIN WORKERS IN THE AREA, STATE OPINIONS

Types of Institutions	Yes	Percent	No	Percent	No Reply	Percent
State University and Community Colleges	5	62.5	1	12.5	2	25.0
State Colleges	4	80.0	0	9.1	2	18.2
Private 4-Year Colleges	8	72.7	1	9.1	2	18.2
Junior Colleges	5	71.4	1	14.3	1	14.3
Totals	22	71.0	3	9.7	6	19.3

Replies from the 20 states, as shown in Table 85, indicate that sixteen of the states, or 80 percent, have a program of in-service training and retraining of workers in the area and four states do not.

TABLE 85. TRAIN AND RETRAIN WORKERS OF THE AREA IN OTHER STATES

States and Individuals	Yes	Percent	No	Percent	No Reply	Percent
States	16	80.0	4	20.0	0	0.0
Individuals	29	78.4	7	18.9	1	2.7

In reply to the question about the use of Federal funds in the training and retraining program, nineteen people from colleges in the State thought there should be a program either with or without Federal funds and only one said there should not be.

In fourteen of the states the training and retraining program is done with and without Federal funds; in two of the states it is done without Federal funds.

As shown in Table 86, all states that replied said there should be a program of training and retraining of workers in the area. Since sixteen of the 20 states already have such a program there were fifteen that did not reply. The four states that do not have a program at present said they would or should have such a program.

TABLE 86. TRAIN AND RETRAIN WORKERS IN THE AREA, OPINIONS FROM OTHER STATES

States and Individuals	Yes	Percent	No	Percent	No Reply	Percent
States	5	25.0	0	0.0	15	75.0
Individuals	11	29.7	0	0.0	26	70.3

Permission of All High School Graduates to Attend

Nineteen people from institutions in Kentucky thought that all high school graduates should be permitted to attend community colleges, regardless of ability or interest. Ten people thought they should not and two did not reply as shown in Table 87.

TABLE 87. PERMISSION OF ALL HIGH SCHOOL GRADUATES TO ATTEND, STATE OPINIONS

Types of Institutions	Yes	Percent	No	Percent	No Reply	Percent
State University and Community Colleges	7	87.5	1	12.5	0	0.0
State Colleges	3	60.0	1	20.0	1	20.0
Private 4-Year Colleges	7	63.6	3	27.3	1	9.1
Junior Colleges	2	28.6	5	71.4	0	0.0
Totals	19	61.3	10	32.3	2	6.4

As shown in Table 88, sixteen states permit all high school graduates to attend, two do not, one usually does, and in one state it is decided by the community colleges. When asked if they should be permitted to attend, the two states that did not permit attendance of all high school graduates said they should not attend, as shown in Table 89. The other two states that answered yes already permit them to attend.

TABLE 88. ALL HIGH SCHOOL GRADUATES PERMITTED TO ATTEND IN OTHER STATES

States and Individuals	Yes	Percent	No	Percent	Qualified	Percent	No Reply	Percent
States	16	80.0	2	10.0	2	10.0	0	0.0
Individuals	28	75.7	6	16.2	2	5.4	1	2.7

TABLE 89. OPINIONS FROM OTHER STATES ABOUT ATTENDANCE OF ALL HIGH SCHOOL GRADUATES

States and Individuals	Yes	Percent	No	Percent	No Reply	Percent
States	2	10.0	2	10.0	16	80.0
Individuals	3	8.1	3	8.1	31	83.8

Attendance of Drop-Outs and Others Who Have Not Completed High School

Twenty-three or 82.1 percent of the people in the State thought drop-outs and others should be permitted to attend even though they had not completed high school. As shown in Table 90, five people thought drop-outs should not attend and three did not reply. The State University and all of the Community Colleges thought they should be permitted to attend, while two of the three State Colleges that replied thought they should not attend.

TABLE 90. ATTENDANCE OF DROP-OUTS AND NON-HIGH SCHOOL GRADUATES, STATE OPINIONS

Types of Institutions	Yes	Percent	No	Percent	No Reply	Percent
State University and Community Colleges	8	100.0	0	0.0	0	0.0
State Colleges	1	20.0	2	40.0	2	40.0
Private 4-Year Colleges	9	81.8	1	9.1	1	9.1
Junior Colleges	5	7.4	2	28.6	0	0.0
Totals	23	74.2	5	16.1	3	9.7

As shown in Table 91, eight people thought they should have a high school equivalency certificate; fourteen thought they should not; and nine did not reply to this question.

TABLE 91. REQUIREMENT OF HIGH SCHOOL EQUIVALENCY CERTIFICATE FOR DROP-OUTS, STATE OPINIONS

Types of Institutions	Yes	Percent	No	Percent	No Reply	Percent
State University and Community Colleges	1	12.5	7	87.5	0	0.0
State Colleges	1	20.0	1	20.0	3	60.0
Private 4-Year Colleges	2	18.2	5	45.5	4	36.4
Junior Colleges	4	57.1	1	14.3	2	28.6
Totals	8	25.8	14	45.2	9	29.0

TABLE 92. ATTENDANCE OF DROP-OUTS AND OTHER NON-HIGH SCHOOL GRADUATES IN OTHER STATES

States and Individuals	Yes	Per-cent	No	Per-cent	Quali-fied	Per-cent	No Reply	Per-cent
States	12	60.0	5	25.0	3	15.0	0	0.0
Individuals	23	62.2	7	18.9	4	10.8	3	8.1

Table 92 shows that twelve states permit all high school graduates and others to attend and pursue vocational and technical training even though they have not completed high school. Five of the states do not permit them to attend, and three have restricted attendance. In one state they can pursue non-credit courses; one, vocational only; and in one, if they have successfully passed the G.E.D. test.

As shown in Table 93, four of the states require a high school equivalency certificate, ten do not, four did not answer, one state required a G.E.D. test, and another said an equivalency certificate was preferable.

TABLE 93. EQUIVALENCY CERTIFICATES REQUIRED FOR DROP-OUTS IN OTHER STATES

States and Individuals	Yes	Per-cent	No	Per-cent	Quali-fied	Per-cent	No Reply	Per-cent
States	4	20.0	10	50.0	2	10.0	4	20.0
Individuals	8	21.6	18	48.6	2	5.4	9	24.4

In answer to a minimum age of entrance for drop-outs, fifteen of the State people said yes; eight said no; seven did not answer; and one said it depended on the locality. The ages for entrance of drop-outs suggested by State people ranged from 15 to 21. Only one thought they should attend under 18. One person said it should be determined individually and one said not until the student's high school class had graduated. All the suggestions that specified an age, except one, fell between 18 and 21.

In other states, four have a minimum age of entrance for drop-outs; eleven do not; three did not reply; one said it depended on the program pursued; and one state leaves the decision with the institution. The ages established for entrance of drop-outs in other states are sixteen in one state, eighteen in three states, and one after high school graduation of their class.

Tuition for Community Colleges

Twenty-two, or 81.1 percent, of the 27 people of the State think the tuition rate for community colleges should be low enough that it will not be a factor for attendance. As shown in Table 94, five said tuition should not be considered as a factor and four did not reply.

When asked if the tuition rate should be lower than other institutions, twenty State people said no and six said yes, as shown in Table 95. This would indicate that most of the people in Kentucky think the tuition charged at present is not a factor which prevents attendance.

TABLE 94. TUITION RATE LOW ENOUGH NOT TO BE A FACTOR IN PREVENTING ENROLLMENT, STATE OPINIONS

Types of Institutions	Yes	Percent	No	Percent	No Reply	Percent
State University and Community Colleges	8	100.0	0	0.0	0	0.0
State Colleges	4	80.0	0	0.0	1	20.0
Private 4-Year Colleges	4	36.4	4	36.4	3	27.2
Junior Colleges	6	85.7	1	14.3	0	0.0
Totals	22	71.0	5	16.1	4	12.9

TABLE 95. TUITION RATE LOWER THAN OTHER INSTITUTIONS, STATE OPINIONS

Types of Institutions	Yes	Percent	No	Percent	No Reply	Percent
State University and Community Colleges	2	25.0	5	62.5	1	12.5
State Colleges	1	20.0	4	80.0	0	0.0
Private 4-Year Colleges	2	18.2	8	72.7	1	9.1
Junior Colleges	1	14.2	3	42.9	3	42.9
Totals	6	19.4	20	64.5	5	16.1

In other states, fourteen said that tuition was low enough not to be a preventing factor of attendance. As shown in Table 96, four said it was a preventing factor, one did not reply, and one said the tuition was rising.

TABLE 96. TUITION RATE LOW ENOUGH NOT TO BE A FACTOR IN PREVENTING ENROLLMENT IN OTHER STATES

States and Individuals	Yes	Percent	No	Percent	Qualified	Percent	No Reply	Percent
States	14	70.0	4	20.0	1	5.0	1	5.0
Individuals	28	75.7	6	16.2	1	2.7	2	5.4

Twelve of the 20 states said the tuition rate in community colleges was lower than other institutions, seven said it was not, and one did not reply, as shown in Table 97. Only six states replied to the question when asked if the tuition rate should be lower than other institutions. Three of the states said it should and three said it should not, as shown in Table 98.

TABLE 97. TUITION RATE LOWER THAN OTHER INSTITUTIONS, OUT-OF-STATE OPINIONS

States and Individuals	Yes	Percent	No	Percent	No Reply	Percent
States	12	60.0	7	35.0	1	5.0
Individuals	25	67.6	9	24.3	3	8.1

TABLE 98. TUITION RATE SHOULD BE LOWER THAN OTHER INSTITUTIONS, OUT-OF-STATE OPINIONS

States and Individuals	Yes	Percent	No	Percent	No Reply	Percent
States	3	15.0	3	15.0	14	70.0
Individuals	4	10.8	4	10.8	29	78.4

The tuition rate varied from state to state. The range was from no tuition to $300 per year. Only six states could charge a tuition of over $200 per year and two states charge no tuition.

In response to how much lower the tuition should be, two states said it should be free; one said 10 percent lower; one said, one-fourth to one-third lower; one said 20 to 22.5 per cent lower; one said $50 per year; and another said $100 per year.

Community Colleges Serve Rural As Well As Urban Youth

All 30 of the State people who replied said the community college should serve both rural and urban youth, as Table 99 shows, and only one person failed to reply to this question.

In the out-of-state replies to the question of community colleges serving both rural and urban youth, nineteen states said they definitely did serve both and one said they did if the location permitted. As Table 100 shows, all the other states serve both rural and urban youth, if the location is such that it includes both groups. In some metropolitan or rural areas, both groups may not be served.

TABLE 99. SERVE RURAL AS WELL AS URBAN YOUTH, STATE OPINIONS

Types of Institutions	Yes	Percent	No	Percent	No Reply	Percent
State University and Community Colleges	8	100.0	0	0.0	0	0.0
State Colleges	5	100.0	0	0.0	0	0.0
Private 4-Year Colleges	10	90.9	0	0.0	1	9.1
Junior Colleges	7	100.0	0	0.0	0	0.0
Totals	30	96.8	0	0.0	1	3.2

TABLE 100. SERVES RURAL AS WELL AS URBAN YOUTH IN OTHER STATES

States and Individuals	Yes	Percent	No	Percent	Qualified	Percent	No Reply	Percent
States	19	95.0	0	0.0	1	5.0	0	0.0
Individuals	35	94.6	0	0.0	1	2.7	1	2.7

Other Services Provided by Community Colleges

Some other services that the people in the State thought the community colleges should provide are:

1. Cultural programs, such as art and music
2. Adult education
3. Leadership training
4. Improvement of community living
5. Short courses, workshops, seminars for special groups
6. Provide facilities for extension courses of other institutions
7. Cooperation with other educational groups in the area
8. Special work in such fields as library, health, surveys, civic groups, promotions of community projects, safety, law enforcement, and community development.

Other services that the community college should provide according to people from other states are:

1. It should serve as a cultural center
2. Adult education
3. Concert series
4. Lectures and speeches
5. Cooperation with local civic groups
6. Provide forums in special fields
7. Furnish consultants
8. Work on special problems presented by local people
9. Continuing education
10. Theatre opportunities
11. Provide locally oriented courses and curricula
12. Special events and services center
13. Library services
14. Furnish facilities for community use
15. Provide exhibits, programs, and conferences in art, music, and other cultural and aesthetic programs
16. Assist in raising the economic and social standards of the community
17. Provide research
18. Training programs for local business and industry
19. Community development programs
20. Assist in and provide recreational programs for the community.

Enrollment Patterns by Types of Institutions

An analysis of the enrollment of colleges in Kentucky, as shown in Table 101, reveals that community colleges have a much higher percentage of part-time students than other colleges. When taken as a group, the total enrollment in community colleges shows

65 percent full-time and 35 percent part-time. The percentage for the State University is 87.2 percent full-time and 12.8 percent part-time; for State colleges—86.6 and 13.4; for private four-year colleges— 69.9 and 30.1; and for junior colleges—79.1 and 20.9. The part-time enrollment ranges in percentage for community colleges from 19.6 to 99.3; for State colleges from 8.3 to 23.0; for private four-year colleges from 0.9 to 59.0; and for junior colleges from zero to 30.2.

TABLE 101. FULL-TIME AND PART-TIME ENROLLMENT BY TYPES OF INSTITUTION, FALL, 1964*

Types of Institutions	Total Enrollment	Full-time Number	Full-time Percent	Part-time Number	Part-time Percent
State University and Community Colleges					
University of Kentucky	10,842	9,453	87.2	1,389	12.8
Ashland Community	511	375	73.4	136	26.6
Elizabethtown Community	355	237	66.8	118	33.2
Ft. Knox Community	272	2	0.7	270	99.3
Henderson Community	279	205	73.5	74	26.5
Northern Community	801	404	50.4	397	49.6
Prestonsburg Community	320	245	76.6	75	23.4
Southeast Community	338	272	80.4	66	19.6
Totals	13,718	11,193	81.7	2,525	18.3
State Colleges					
Eastern Kentucky State	5,433	4,706	86.6	727	13.4
Kentucky State	1,226	944	77.0	282	23.0
Morehead State	3,806	3,414	89.7	392	10.3
Murray State	4,854	4,450	91.7	404	8.3
Western Kentucky State	6,798	5,647	83.1	1,151	16.9
Private 4-Year Colleges					
Asbury	934	926	99.1	8	0.9
Bellarmine	1,708	1,140	66.7	568	33.3
Berea	1,388	1,368	98.6	20	1.4
Brescia	988	595	60.2	393	39.8
Campbellsville	837	746	89.1	91	10.9
Catherine Spalding	1,474	604	41.0	870	59.0
Centre	562	557	99.1	5	0.9
Cumberland	1,227	1,077	87.8	150	12.2
Georgetown	1,307	1,197	91.6	110	8.4

TABLE 101. (CONTINUED)

Types of Institutions	Total Enrollment	Full-time		Part-time	
		Number	Percent	Number	Percent
Private 4-Year Colleges (Continued)					
Kentucky Southern	430	355	82.5	75	17.5
Kentucky Wesleyan	930	701	75.4	229	24.6
Nazareth	497	379	76.3	118	23.7
Pikeville	765	595	77.8	170	22.2
Transylvania	720	707	98.2	13	1.8
Union	833	747	89.7	86	10.3
University of Louisville	7,363	4,069	55.2	3,294	44.8
Ursuline	509	290	57.0	219	43.0
Villa Madonna	1,543	736	47.7	807	52.3
Totals	24,015	16,789	69.9	7,226	30.1
Junior Colleges					
Alice Lloyd	247	241	97.6	6	2.4
Lees	216	208	96.3	8	3.7
Lindsey Wilson	494	483	97.8	11	2.2
Loretto	61	61	100.0	0	0.0
Midway	157	157	100.0	0	0.0
Paducah	875	611	69.8	264	30.2
Southeastern Christian	134	120	89.6	14	10.4
St. Catharine	210	179	85.2	31	14.8
Sue Bennett	253	242	95.6	11	4.4
Totals	2,647	2,302	86.9	345	13.1
GRAND TOTAL	62,497	49,445	79.1	13,052	20.9

*"Kentucky College and University Enrollments, 1964," *Kentucky Council on Public Higher Education,* Frankfort, December, 1964, pp. 11-13.

As shown in Table 102, community colleges in Kentucky get practically all of their students within the State The percentage that in-state enrollment is of the total enrollment in community colleges is 98.6, for out-of-state 1.4; there are no foreign students enrolled in community colleges. For the State University the percenages of enrollment for in-state, out-of-state, and foreign students are 74.9, 23.0, and 2.1 respectively; for State colleges—71.4, 28.2, and 0.6; for private four-year colleges—59.8, 38.3, and 1.9; and for junior colleges—69.3, 29.5, and 1.2.

TABLE 102. FULL-TIME IN-STATE, OUT-OF-STATE, AND FOREIGN ENROLLMENT, FALL, 1964*

Types of Institutions	Total	In-State Number	In-State Percent	Out-of-State Number	Out-of-State Percent	Foreign Number	Foreign Percent
State University and Community Colleges							
University of Kentucky	9,453	7,076	74.9	2,173	23.0	204	2.1
Ashland Community	375	369	98.4	6	1.6	0	0.0
Elizabethtown Community	237	235	99.2	2	0.8	0	0.0
Ft. Knox Community	2	2	100.0	0	0.0	0	0.0
Henderson Community	205	201	98.0	4	2.0	0	0.0
Northern Community	404	394	97.5	10	2.5	0	0.0
Prestonsburg Community	245	245	100.0	0	0.0	0	0.0
Southeast Community	272	270	99.3	2	0.7	0	0.0
Totals	11,193	8,792	78.5	2,197	19.6	204	1.9
State Colleges							
Eastern Kentucky State	4,706	3,837	81.6	858	18.2	11	0.2
Kentucky State	944	503	53.3	433	45.9	8	0.8
Morehead State	3,414	2,135	62.5	1,247	36.5	32	1.0
Murray State	4,450	2,457	55.2	1,983	44.6	10	0.2
Western Kentucky State	5,647	4,749	84.1	886	15.7	12	0.2
Totals	19,161	13,681	71.4	5,407	28.2	73	0.6
Private 4-Year Colleges							
Asbury	926	109	11.8	777	83.9	40	4.3
Bellarmine	1,140	847	74.3	288	25.3	5	0.4
Berea	1,368	610	44.6	727	53.1	31	2.3
Brescia	595	488	82.0	100	16.8	7	1.2
Campbellsville	746	639	85.7	99	13.3	8	1.0
Catharine Spalding	604	326	53.9	259	42.9	19	3.2
Centre	557	345	61.9	208	37.3	4	0.8
Cumberland	1,077	706	65.6	368	34.2	3	0.2
Georgetown	1,197	784	65.5	396	33.1	17	1.4

TABLE 102. (CONTINUED)

Types of Institutions	Total	In-State Number	In-State Percent	Out-of-State Number	Out-of-State Percent	Foreign Number	Foreign Percent
Private 4-Year Colleges (Cont'd)							
Kentucky Southern	355	318	89.6	37	10.4	0	0.0
Kentucky Wesleyan	701	366	52.2	332	47.4	3	0.4
Nazareth	379	101	26.6	222	58.6	56	14.8
Pikeville	595	397	66.7	190	31.9	8	1.4
Transylvania	707	284	40.2	416	58.8	7	1.0
Union	747	161	21.6	581	77.8	5	0.6
University of Louisville	4,069	2,849	70.0	1,118	27.5	102	2.5
Ursuline	290	201	69.3	86	29.7	3	1.0
Villa Madonna	736	509	69.2	222	30.2	5	0.6
Totals	16,789	10,040	59.8	6,426	38.3	323	1.9
Junior Colleges							
Alice Lloyd	241	241	100.0	0	0.0	0	0.0
Lees	208	186	89.4	19	9.1	3	1.5
Lindsey Wilson	483	255	52.8	227	47.0	1	0.2
Loretto	61	14	23.0	47	77.0	0	0.0
Midway	157	136	86.6	12	7.6	9	5.8
Paducah	611	503	82.3	108	17.7	0	0.0
Southeastern Christian	120	90	75.0	30	25.0	0	0.0
St. Catherine	179	109	60.9	68	38.0	2	1.1
Sue Bennett	242	205	84.7	35	14.5	2	0.8
Totals	2,302	1,739	75.6	546	23.7	17	0.7
GRAND TOTAL	49,445	34,252	69.3	14,576	29.5	617	1.2

*"Kentucky College and University Enrollments, 1964," *Kentucky Council on Public Higher Education,* Frankfort, December, 1964, pp. 11, 16.

The range for in-state enrollment in community colleges is 97.5 to 100.0 percent. The range for State colleges is from 53.3 to 84.1; for private four-year colleges from 11.8 to 89.6; and for junior colleges from 52.8 to 100.0.

The percentage for out-of-state enrollment is highest in private four-year colleges. The percentages are 38.3 for private four-year colleges; 28.2 for State colleges; 23.7 for junior colleges; 23.0 for the State University; and 1.4 for community colleges.

The enrollment for foreign countries ranges from a high of 14.8 percent in one private four-year college to none for the community colleges. One private four-year college and four junior colleges do not enroll any foreign students.

The community colleges draw their students from the immediate area as shown in Table 103. The percentage of total enrollment from the county in which the college is located varies by types of institutions. The percentage of enrollment from the home county in community colleges is 72.2; in the State University 15.2; in State colleges 9.4; in private four-year colleges 39.0; and in junior colleges 37.0. The range in community colleges is from 56.2 to 95.6 percent; state colleges from 6.5 to 12.1; private four-year colleges from 4.0 to 71.9; and junior colleges from none to 61.4. The percentage of enrollment from the home county is not only dependent on the type of institution; but also on the population of the county and the size of the enrollment of the institution.

TABLE 103. FULL-TIME ENROLLMENT BY HOME COUNTY AND ADJOINING COUNTIES, FALL, 1964

Types of Institutions	Total	Home County Number	Home County Percent	Home & Adjoining Counties Number	Home & Adjoining Counties Percent
State University and Community Colleges					
University of Kentucky	9,453	1,441	15.2	1,756	18.6
Ashland Community	375	259	69.1	344	91.7
Elizabethtown Community	237	160	67.5	233	98.3
*Ft. Knox Community	272	260	95.6	272	100.0
Henderson Community	205	160	78.0	199	97.0
Northern Community	404	227	56.2	391	96.8
Prestonsburg Community	245	182	74.3	242	98.8
Southeast Community	272	203	74.6	248	91.2
Totals	11,463	2,892	25.2	3,685	32.1

TABLE 103. (CONTINUED)

Types of Institutions	Total	Home County		Home & Adjoining Counties	
		Number	Percent	Number	Percent
State Colleges					
Eastern Kentucky State	4,706	422	9.0	1,025	21.8
Kentucky State	944	61	6.5	85	9.0
Morehead State	3,414	250	7.3	821	24.0
Murray State	4,450	387	8.6	922	20.7
Western Kentucky State	5,647	682	12.1	1,316	23.3
Totals	19,161	1,802	9.4	4,169	21.8
Private 4-Year Colleges					
*Asbury	934	37	4.0	56	6.0
Bellarmine	1,140	820	71.9	829	72.7
Berea	1,368	83	6.1	140	10.2
*Brescia	988	645	65.3	687	69.5
*Campbellsville	837	165	19.6	333	39.8
Catherine Spalding	604	367	60.8	381	63.1
*Centre	562	47	8.4	67	11.9
**Cumberland	—	—	—	—	—
Georgetown	1,197	102	8.5	232	19.4
**Kentucky Southern	—	—	—	—	—
Kentucky Wesleyan	701	109	15.5	190	27.1
Nazareth	379	61	16.2	75	19.8
Pikeville	595	343	57.6	446	75.0
Transylvania	707	88	12.4	126	17.8
Union	747	61	8.2	91	12.2
University of Louisville	4,069	2,793	68.6	2.828	69.5
Ursuline	290	173	59,7	178	61.4
**Villa Madonna	—	—	—	—	—
Totals	15,118	5,893	39.0	6,659	44.0
Junior Colleges					
**Alice Lloyd	—	—	—	—	—
Lees	208	75	36.1	129	62.0
Lindsey Wilson	483	84	17.4	130	26.9
Loretto	61	0	0.0	0	0.0
Midway	157	2	1.3	8	5.1
Paducah	611	375	61.4	436	71.4
**Southeastern Christian	—	—	—	—	—
**St. Catharine	—	—	—	—	—
Sue Bennett	242	116	47.9	163	67.4
Totals	1,762	652	37.0	866	49.1
GRAND TOTAL	47,504	11,239	23.7	15,379	32.4

*Figures given include both full-time and part-time enrollments.

**No breakdown of counties received.

When adjoining counties are added to the home county, the percentage of total enrollment from the immediate area becomes more pronounced in the community colleges. The percentage of the total enrollment from the home and adjoining counties in community colleges is 96.0; for the State University 18.6; for State colleges 21.8; for private four-year colleges 44.0; and for junior colleges 49.1.

The percent that home and adjoining counties is of the total enrollment ranges from 91.2 to 100.0 in Community Colleges; from 9.0 to 24.0 in State colleges; from 6.0 to 75.0 in private four-year colleges; and from none to .71.4 in junior colleges.

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

Summary

The problem of this study was to develop a set of desirable characteristics and criteria to be used as guidelines for the initiation, establishment, and operation of a system of community colleges in Kentucky. Many studies have been made in other states concerning higher education of which community colleges are considered a vital part. Any long-range or master plan for higher education in a state must give due consideration to the role of the community college in meeting the goals, needs, and opportunities of its people.

Since the concept of a comprehensive community college is our newest innovation in higher education, there are varied opinions and practices among the states. However, based on practice, experience, and the many state studies of community colleges being made; certain basic characteristics and criteria are developing.

One objective of this study was to get the opinions of the presidents of all the colleges and the directors of all the community colleges in Kentucky concerning characteristics and criteria for the establishment of a system of community colleges in the State. Another objective was to determine the characteristics and criteria of other states in the initiation, establishment, and operation of community colleges. The study also sought the opinions of experts in other states as to present parctices and their suggestions for improvement.

This summary is based on an examination of studies in other states, related literature, the opinions of the heads of institutions of higher education in Kentucky, the present practices in other states, along with the opinions of experts in the field from those states. The findings are summarized by the following items or topics.

Authorization by General Legislation

Community colleges are authorized by general legislation in most states and it is the opinion of the people in the State and the people outside the State that this is a necessary requirement.

Initiating Legislation

There was a wide range of opinion and practice concerning action for initiating community colleges. In the twenty states studied that have general enabling legislation, five provide for initiating action by petition, three by election, and one by autonomous government agency. The eight others that replied had some other way or ways for initiating action. Seven of the State people thought the initiating action should be by election, while eleven thought it should be by some other method.

Vote of the People

The people in Kentucky along with people in other states thought there should be a vote of the local people for establishing community colleges. They also thought that the vote of the people should include local financial support of the community colleges. The majority of the states that replied said they required a vote of the local people along with local financial support.

Comprehensive Survey

The opinions in and out of the State were unanimous in the belief that comprehensive surveys should be made before the initiation or establishment of community colleges. Nineteen of the twenty states made comprehensive surveys before establishment.

Approval of Community Colleges

All twenty states studied require approval of community colleges. All but one of the State opinions thought they should be approved. All but one of the State replies thought there should be a State agency approval for establishment. The twenty states studied require state agency approval. The differences occurred as to what agency or agencies should approve establishment of community colleges. The most opinions in the State said there should be joint approval, while in nine of the other states the State Board of Education is the approval agency.

Accreditation of Community Colleges

Twenty-nine of the thirty replies received from people in the State said the community colleges should be accredited. In seventeen of the 20 states, the community colleges are accredited and the other three will be after certain standards have been met or at a specified time. The accrediting agency in most other states is the regional accrediting agency. The regional accrediting agency was listed by all but one person from Kentucky as the agency to accredit community colleges. In some of the states and in some opinions, joint accrediting agencies were listed.

Coordinating Agency for Higher Education

All but three of the people in the State that replied thought there should be an agency for coordinating the functions of the community colleges and other institutions of higher education. Eighteen of the 20 states have a coordinating agency. The agency mentioned most in Kentucky was the Council on Public Higher Education and State University. The ones mentioned most in other states were Board of Regents and State Association of Colleges and Universities.

Supervision of Community Colleges

In most states, the State Board of Education, the State Department of Education, or the State Superintendent has supervision of community colleges. The opinions expressed in Kentucky were that they should be supervised by the State University and the Department of Education, in that order.

Control of Community Colleges

There were divided opinions in the State as to who should control the community colleges. The ones mentioned most were the State University, the local board of regents, and the State Board of Education in that order. In the 20 states studied, the majority of the states listed either the Board of Trustees or the Local School Board.

Local Advisory Board

Practically all of the State people thought there should be a local advisory board, if there were no local board in control. Fourteen of the 20 states have local advisory boards and all but one of the people outside the State that replied said there should be a local advisory board if there were no local board in control.

Selection of the Governing Board

The overwhelming majority of the people in the State thought the governing board of community colleges should be appointed. More people favored the appointment by the Governor than any other method. More governing boards are elected than appointed in the 20 states that were studied. In seven states the governing boards are elected by the people.

Written Statement of Policy Regarding Criteria

Of the 31 replies in the State, thirty said there should be a written statement of policy on criteria for establishment. Eighteen of the 20 states have a written statement of policy regarding criteria for establishment.

Enrollment

In regard to minimum and potential full-time and part-time enrollment, the people in Kentucky favored a beginning full-time enrollment of 101 to 300 and a potential of 300 to 699. The opinions on part-time enrollment ranged from a beginning of 100 or less to 200 and a potential of 100 to 699.

Seven of the 20 states require a minimum full-time starting enrollment and six require a potential enrollment. The range required in other states is a starting enrollment of 100 or less to 400 and a potential of 500 to 699. There was no requirement in any of the states for a starting part-time enrollment and only two states required a potential part-time enrollment. One state requires 500 and another 1,500 as the potential part-time enrollment.

When asked what the desirable starting and potential full-time enrollment should be, the majority of the thirteen out-of-State people who replied thought the starting enrollment should be 401 or more and that the potential enrollment should be 900 or more. There did not seem to be any importance attached to starting and potential part-time enrollment as criteria for establishment.

The enrollment requirements and opinions from other states consistently placed enrollment requirements higher than did the people from Kentucky.

Commuting Distance of Students

The majority of the people in the State thought the commuting distance should be 35 miles or less and the largest number said 25 miles or less.

Only seven of the 20 states set a commuting distance for students. Two states set 30 miles, three 35 miles, one 50 miles or 45 minutes, and one the county of residence or commuting distance. Other considerations, such as traveling time, density of population, road conditions, climate, and topography are factors that help determine the attendance area.

Proximity to Other Colleges

The opinions of the people of the State were varied and qualified in regard to the distance community colleges should be from other colleges. The range was from none to 200 miles, but 12 people specified between 25 and 50 miles.

Only one state had a requirement about proximity to other institutions and this was not specified in miles. This state said it depended on the population and terrain of the area. In response to what the minimum distance from other colleges should be, the opinions were qualified by other factors. Some other factors to consider are density in population, need for program offerings not being met, mileage and travel time between other colleges, topography of the area, and the types of educational and training programs offered by existing institutions.

Minimum Population of the Area

The State opinions on the total population requirements of the area were varied and qualified by other factors. Eight of the 15 who gave a number said the population should be from 20 to 50 thousand.

Six of the 20 states said they had a minimum population requirment for the establishment of community colleges. The range was from 4,000 to 100,000. Of the states that gave a population figure, one said 4,000; one said 5,000; one said 30,000; one said 40,000; and one said 100,000.

Total population of the area as a factor in establishing community colleges must be considered, but it depends on such other factors as density of population, number of high school graduates, colleges in area, educational and employment needs of the area, and the attitude of the people toward community colleges.

High School Graduates in Area

Although the number of high school graduates was considered a factor in establishing community colleges by the respondents in the State, there was a wide range of opinions. The range was from 200 to 6,000, with 12 placing the number between 400 and 1,500.

Five states require a minimum number of high school graduates in the area for establishing community colleges. The range is from 400 to 1,500. Two states require 800 high school graduates. Again, the number of graduates is dependent on other factors that have been mentioned previously.

High School Enrollment (Grades 9-12)

Nine people in the State gave an opinion as to the number of students in the area that should be enrolled in Grades 9 through 12. The range was from 800 to 5,000. Two people said 1,000 and two said 2,000.

Five states require an enrollment in Grades 9 through 12. The range is from 1,200 to 3,500, with each state requiring a different number.

Financial Ability of the Area and Local Support

The majority of people in the State thought that the financial ability of the area should be a factor in establishing community colleges. Only two people gave an assessed value for the area. One said it should be 7.5 million and the other said 30 million dollars. Most of the opinions, or twenty of 31, said there should be local support of community colleges, but there were varied opinions as to the amount.

Fourteen of the 20 states said financial ability was a factor in establishing community colleges, but only four states require an assessed value of property. This assessment ranges from 60 million to 75 million dollars. Local support varies from state to state, but is required in eighteen of the 20 states that were included in the study. There seems to be a tendency toward the local community to furnish one-third of the operating cost and one-half of the capital outlay.

Support for Each Child

Seven of the 12 people in the State who responded thought the amount of support needed for each pupil should be from 400 to 800 dollars.

Only two states have a required amount behind each child. One state requires $333 and one $125 per pupil in average daily attendance plus equalization aid.

Temporary Buildings

The majority of opinion of people in Kentucky was that temporary buildings should be provided.

Only three states require temporary buildings for use until permanent facilities can be provided. However, nine of the 13 that responded thought temporary buildings should be provided.

Attitude of the Community

All but two of the 28 people in Kentucky who responded thought the attitude of the community should be a factor in establishing community colleges.

Seventeen of the 20 states consider the attitude of the community as a factor in establishing community colleges. This attitude can be determined through surveys, interviews, questionnaires, resolutions, public meetings, past civic ventures, and community leadership.

Educational and Training Needs of the People

All 29 of the State people who answered this question thought the educational and training needs of the people in the area should be a factor in establishing community colleges.

The 18 states that replied to this question said the educational and training needs of the area were considered a factor for establishing community colleges.

The needs are determined by surveys, studies, interviews, questionnaires, college attendance, public hearings, and the present facilities available.

Employment Needs and Opportunities of the Community

Twenty-six of the 29 people in the State who responded thought the employment needs and opportunities should be a factor in establishing community colleges.

Fourteen of the 20 states considered employment needs and opportunities as a factor. The information on needs and opportunities is determined by community surveys of different kinds; by the supply of trained workers; and through interviews and questionnaires.

Comprehensiveness of Community Colleges

Of the 29 people in the State who expressed an opinion, 17 said the community college should be comprehensive enough to take care of all the educational needs in the area that are not being provided.

Eight of the states said their community colleges were comprehensive enough to take care of all unmet educational needs; ten said they were not; and two did not answer. When asked if they should take care of all unmet needs, nineteen of the 23 people who responded said they should.

Adverse Effect on Other Institutions

The great majority of people in the State thought the adverse effect on other institutions should be a factor in locating and establishing community colleges.

Fourteen states consider the adverse effect on other colleges; five do not; and one did not reply. In answer to the question if it is not now a factor, should it be, five people said yes and four said no.

Other Factors in Establishing Community Colleges

Other factors listed by the State people to be considered in establishing community colleges were population growth, duplication of services, adequacy of present institutions, functions to be served, experimental programs and extension of educational opportunities.

Other factors suggested from other states were availability of faculty, community acceptance, program of the elementary and secondary schools, bonded indebtedness, needs of adult education, and the community services being provided or needed.

Sources of Income

The sources of income and percent from each source revealed many and varied opinions from the people in the State. Most of the opinions, however, said the local, State, and student fees should be from 20 to 40 percent in each group. This would indicate that the majority thought the support for operation should be divided equally among local, State and student fees.

There was also a diversity among the states as to sources and percent of income from each source. The income in the largest number of states was about equally divided among local, State and student fees. There seems to be a trend toward the local, State and student fees each providing one-third of the cost of operation. Federal funds have not been substantial as a source of income in the past, but probably will be in the future.

Location in Counties That Have Colleges

The majority of the State colleges, private four-year colleges, and junior colleges thought community colleges should not be located in counties that have public or private colleges. The State University and Community Colleges thought they should be located in counties irrespective of existing colleges.

Sixteen of the 20 states locate community colleges in counties without regard to existing colleges and four states do not locate them in counties that have private or public colleges. When asked if community colleges should be established in counties that have a public or private college, 26 people said yes, two said no, and nine did not reply.

Some of the reasons given for locating in the same county as other institutions were:

1. Other colleges are not meeting the needs of all the people.

2. There is a difference in purposes and programs.
3. Present costs exclude some.
4. Some colleges have remained traditional.
5. There is no competition between community colleges and other colleges.
6. It has proven wise where tried.
7. No institution can meet all post-high school needs.
8. Experience shows there has been no adverse effect on other colleges in the county.
9. Community colleges can be confined to the area of need.

Programs of Community Colleges

The opinions of people in Kentucky were almost unanimous in the belief that community colleges should offer transfer programs, and terminal programs in vocational and technical fields. They were of the same opinion in regard to late afternoon, Saturday, and evening classes.

All twenty states said they offered both transfer and terminal courses in community colleges. Seventeen offered terminal vocational courses; 19 offered terminal technical courses; and all 20 offered courses in the late afternoon, evening, and on Saturday.

In suggesting types of courses, most in-state and out-of-state people thought every type of program should be offered at the two-year level, if there were a desire or need in the community. Only two years of transferable credit should be offered. The terminal programs should be geared to the interests, needs, and opportunities of the community. The adult program and training and retraining programs of employees should be included. It was the consensus that the programs and courses should be offered to meet any community interest or need.

Qualifications of Teachers

All but one of the 29 people in Kentucky who responded, thought teachers in the academic field in community colleges should have at least a Masters degree. The large majority of State people thought specialists in trades, industrial, technical, and adult education should be permitted to teach without degrees or full certification. The majority of State people thought it should be permissible to use public elementary and secondary teachers on a part-time basis.

Seventeen of the 20 states require the Masters degree to teach in the academic field in the community colleges; two require the Bachelors degree; and one did not reply. Fourteen of the states permit teachers in community colleges to teach in trades, industrial, technical, vocational, and adult education without degrees or full certification and six states do not permit them to teach. Sixteen of the 20 states permit public elementary and secondary teachers to teach part-time in community colleges and four states do not permit them to teach. When asked if this was a good practice, 15 individuals said yes; 9 said no; and 13 did not express an opinion.

Guidance and Counseling

The majority of people in the State thought community colleges required more guidance and counseling services than other colleges.

Eleven of the twenty states said all or part of the community colleges had more guidance and counseling services than other colleges; seven said they did not; and two did not reply. The reasons given for the need of more guidance and counseling were:

1. Required in "open-door" policy
2. Students more diversified as to age, education and objectives
3. Comprehensiveness requires more
4. Exploratory experience for many students
5. Greater range of interests, needs, and abilities
6. A multi-purpose institution
7. Students more immature
8. Community colleges are a screening agency
9. More students need help in educational planning
10. Many students are drop-outs or could not meet the requirements of other colleges.

Placement Office

The people in Kentucky thought a placement office is important in community colleges for those seeking part-time and full-time employment.

In fourteen of the states, all or some of the community colleges have a placement office; five do not have a placement office; and one did not reply. Two states that do not have a placement office now will have in the future. The reasons given for having a placement office included:

1. To aid terminal students to find a job
2. To help students find a part-time job
3. Employment is a concern of community colleges
4. Place for employer and students to meet and confer
5. Serves as a public information service
6. Fulfills its mission in supplying workers in technologies, business, and other vocations
7. Acts as a follow-up on student and employer relations
8. Community services for business and industry
9. Valuable in curriculum development, counseling, follow-up, and research
10. Increases in importance as community colleges become more comprehensive.

Training and Retraining of Workers

Eighty-eight percent of the people in Kentucky thought the community college should have an in-service program to train and retrain workers in the area.

Eighty percent or 16 of the states have a training and retraining program of the workers in the area. The four states that do not have such a program, say they should or that they would in the future.

Attendance of All High School Graduates

About two-thirds of the people in Kentucky thought all high school graduates should be permitted to attend community colleges, regardless of ability or interest.

Only two states of the 20 studied do not permit all high school graduates to attend. In two of the states, one usually permits them to attend and in one state, it is left to the community colleges. The two states that do not permit all high school graduates to attend said they didn't think they should be permitted to do so. The two states that have some limitation on attendance thought all high school graduates should be allowed to attend.

Attendance of Drop-Outs and Others Not High School Graduates

Over 82 percent of the people in the State thought drop-outs and others who had not finished high school should be permitted to attend and the majority that replied said let them attend without high school equivalency certificates. Most of the State people thought drop-outs should be 18 years or older before they could attend.

In 15 of the twenty states, high school drop-outs and others are permitted to attend or they may attend and pursue certain programs.

Only six states require an equivalency certificate or General Educational Development Test. Only four states have a minimum age of entrance for drop-outs. Three of the states do not permit drop-outs to attend under 18 years of age, and one after high school graduation of their class.

Tuition for Community Colleges

A large majority of the State people thought the tuition rate for community colleges should not be a deterrent factor for attendance. Yet, most of the people in the State said the tuition should not be lower than other colleges, which indicates that tuition does not prevent attendance.

In fourteen states, the respondents said tuition was low enough not to prevent attendance and four states said it was a preventing factor. Twelve of the 20 states said the tuition rate was lower in community colleges than other colleges. In reply to the question if tuition rates should be lower than other colleges, three states said yes and three said no.

Serve Rural as Well as Urban Youth

In reply to the question if community colleges should serve rural as well as urban youth, all the State replies said they should and this practice is followed in all of the 20 states that were included in the study.

Other Services Provided by Community Colleges

The State people and those from other states gave a long list of other services that they thought community colleges should provide. Some of those listed were cultural arts; adult education; library; civic; health; leadership; special workshops and seminars; surveys; consultant; research; facilities for community; recreation; training program; community development; and help raise the cultural, social, and economic level of the community.

Enrollment Patterns by Types of Institutions

The community colleges in Kentucky enroll a higher percentage of part-time students than any other type of college. The part-time enrollment in community colleges is 35.0 percent of the total enrollment; it is 12.8 percent for the State University; 13.4 percent for State colleges; 30.1 percent for private four-year colleges; and 20.9 percent for junior colleges.

The community colleges receive practically all of their students from within the State. The percentage of the total enrollment in community colleges, who live within the State, is 98.6 percent; for the State University 74.9; for State colleges 71.4; for private four-year colleges 59.8; and for junior colleges 69.3. There are no foreign students enrolled in the junior colleges.

Practically all the students in community colleges come from the county in which the college is located and surrounding counties. The percentage of the total enrollment from the home and adjoining counties in community colleges is 96.0; for the State University 18.6; for State colleges 21.8; for private four-year colleges 44.0; and for junior colleges 49.1.

Conclusions

The conclusions on characteristics of and criteria for the establishment of a system of community colleges were reached as a result of the opinions expressed by the presidents and directors of colleges and community colleges in Kentucky; the actual experiences of establishment and operation of community colleges in other states; the opinions of people in other states that have been associated with the community college movement in some capacity; and a review of the studies and literature related to the field. The conclusions form a basis for the recommendations that are made.

Characteristics of Community Colleges

1. The community college is a comprehensive and multi-purpose institution.
    a. It offers transferable credits at the two-year level.
    b. It offers terminal courses of less than a degree in vocational and technical fields.
    c. The community college offers continuing education courses.
    d. Adult education programs are offered in many subjects and fields.
2. A variety of courses are offered in the late afternoon, evening, and on Saturday in the community college.
3. The community college offers a program of in-service training and retraining of workers in the area.
4. The teachers in the academic field in community colleges have at least a Masters degree.
5. Specialists in the trades, industry, adult, and technical courses are permitted to teach without degrees or full certification in the community colleges.
6. Public elementary and secondary teachers are permitted to teach part-time in community colleges.
7. The community colleges have more guidance and counseling services than other colleges.
8. The community college has a placement office to assist students in finding part-time employment; to help those who complete terminal programs to find employment; and to assist the employers in training and employment needs.

9. All high school graduates regardless of ability or interest are permitted to attend community colleges.

10. High school drop-outs and others are permitted to attend community colleges and pursue vocational and technical training even though they have not completed high school.

    a. No high school equivalency certificate is required for the drop-out and others who have not completed high school.

    b. The age at which drop-outs and others may attend is usually 18 or after their class has graduated from high school.

11. Usually no tuition is required to attend community colleges or it is less than for other colleges.

12. The community colleges are designed to serve both rural and urban youth.

13. The community college student body is a diverse one with students of all abilities, all aspirations, and all ages.

14. The campus of the community college has no residential facilities.

    a. Living at home cuts the costs of a college education.

15. Most of the students in community colleges work either full-time or part-time to help finance their education.

16. The area the community college serves may be a municipality, a county, or a combination of these divisions of local government.

17. The community college makes it possible for every high school graduate to consider higher education by putting it within financial and geographic reach of all students.

18. The community college is geared to meet the needs of the community.

19. The community college is usually locally controlled.

20. The community college is established and directed by a state agency.

21. The specific purposes and programs of the community college are determined by the needs of its constituency.

22. Financial support comes from both the community and the state.

23. It is part of a coordinated state pattern of higher education.

24. The community college serves as a screening and guidance agency for students.

25. The community college permits students to transfer from one program to another, in order that their interests and abilities may be served better.

26. The community college may be a local, district, branch, or State institution.

27. The part-time enrollment sometimes exceeds the full-time enrollment.

28. The community college serves as a cultural center for the community.

29. The community college assists in raising the civic, social, and economic level of the community.

30. The community college is geared to all kinds of community interests and developments.

31 The community college assists in many types of studies and surveys for the local community.

32. The community college serves as a research center for the area.

Criteria for Establishing Community Colleges

Statutory Criteria:

1. The establishment of community colleges should be authorized by general legislation.

2. Action for initiating community colleges should be authorized by petitions, elections, autonomous government agencies, a combination of these or other methods.

3. A vote of the local people should be required for the establishment of community colleges.
    a. The vote of the local people should carry with it a local tax to support the community college.
4. A comprehensive study should be made of the area by a designated committee, commission, governmental agency, or other groups or group before initiation or establishment of community colleges.
5. Community colleges should be approved by some designated agency or organization.
6. Some state agency should be specified by law to approve the establishment of community colleges.
7. There should be a designated state agency for coordinating the functions and programs of the community colleges with those of other institutions of higher education in the State.
8. A state agency or institution should be authorized to supervise and coordinate the programs of the community colleges in the State.
9. The controlling board, agency, or institution of community colleges should be authorized by legislation.
    a. The method of selecting the governing board, the composition, and the terms of office should be specified.
    b. A local advisory board should be named, if control of the community college is not vested in a local board.
10. The financial ability of the area to support a community college should be considered in the criteria for establishment.
11. There should be developed a written statement of policy regarding the criteria for establishment of community colleges by a legally designated agency or organization.

Regulatory Criteria:

1. Community colleges should be accredited by the regional accrediting association and possibly by some state agency.

2. The full-time enrollment of community colleges should be sufficient to offer a desirable program and not be an economic burden to the student, community, and state.
    a. The beginning full-time enrollment should be at least 100 to 400.
    b. The potential full-time enrollment is more significant than beginning enrollment and should be 300 or more.
    c. The part-time enrollment is determined by many factors and in many instances will and should exceed the full-time enrollment.
3. The commuting distance of students should be within a radius of 35 miles or not more than one hour of commuting time.
4. Setting a minimum distance from other institutions in miles is not feasible. The density of population, the needs and unmet needs of the community are also determining factors.
5. Population of the area must be taken into consideration in the criteria for establishing a community college, but the number is dependent upon many other factors, such as density, colleges in the area, educational and employment needs, attitude of the people, topography, college attendance, and the quality of the elementary and secondary school programs.
6. The high school enrollment and the number of high school graduates must be sufficient to produce the desired enrollment in the community colleges. It is difficult to set a figure because the attendance at community colleges is dependent upon many other factors.
7. The local community should provide financial support of the community colleges. The local community should provide approximately one-third of the operating costs and one-half of the capital outlay after excluding Federal support.
8. The amount of support behind each child in the community college should be sufficient to maintain the quality and types of programs needed for the area. This support may range from $400 to $800, depending on the comprehensiveness of the college.

9. Temporary buildings should be provided for starting community colleges, if needed, until permanent facilities can be constructed.

10. The attitude of the community should be a factor in establishing community colleges.

11. A criterion for establishing community colleges should be the educational and training needs of the people in the area.

12. The employment needs and opportunities of the community should be considered in the establishment of community colleges.

13. The community colleges should be comprehensive enough to take care of the unmet educational needs in the area.

14. The effect community colleges will have on existing institutions, should be considered, but the types of programs, purposes, number of college age students, and needs of the community are of significance.

15. The sources of income, excluding Federal support, should be equally divided among local, State, and student fees for current operating costs and equally divided between the State and local communities for capital outlay (site, construction, and equipment costs.)

16. The community colleges may be located in the same county that has public and/or private colleges, if there are no duplication of programs and services or if the needs of the people and community are not being met by the present institutions.

17. Other criteria that may be considered are:
    a. Adequate building facilities, including libraries, laboratories, shops, and equipment
    b. Growth potential, if near the lower limits for the desired enrollment
    c. Availability of faculty
    d. The educational programs of the elementary and secondary schools
    e. The bonded indebtedness of the area.

Recommendations

Recommendations for the characteristics and criteria for the establishment of a system of community colleges in Kentucky are made with the awareness and recognition that the traditions, past experience, present practices, and future plans have a great influence on any suggestions that may be advocated. These recommendations are based upon the study of the State system of higher education; the visits to many of the colleges in Kentucky; the examination of studies, plans and practices in other states; and the opinions of people in Kentucky and other states.

The recommendations are made with the idea that they may be helpful in any future studies or long-range plans for higher education in the State. The community college is a vital part of higher education and is becoming increasingly significant as college enrollments multiply and as many of the four-year colleges become more selective and fail to provide the necessary housing and other facilities to cope with the deluge of students.

The community college can relieve the pressure on four-year colleges by educating more of the freshmen and sophomores. They also provide terminal education for those who cannot enter or succeed in a four-year college. They also offer vocational training to meet the employment needs of the community.

One of the main goals of our democratic way of life is universal education. It is the belief of many that every individual should have the opportunity to develop his talents and skills to the fullest potential of his ability and desires. If this aim is to be realized, then we must find ways and means for all students to attend school, without regard to cultural, social, or economic backgrounds or conditions. The community college may well be the answer to many of the hopes and aspirations of society in general and thousands of young people and adults in particular.

With thse comments, the following recommendations are made:

1. General legislation for community colleges should be devised, with the aims of education and the needs of society as the primary goals.

2. That any study or master plan for higher education in Ken-

tucky include community colleges as a part of the total system.

3. That a comprehensive study be made of the community before the establishment of a community college. This study should include every aspect of the community as to population, education, employment, attitudes, industry, and many other factors.
4. That a written statement of policy regarding criteria for the establishment of community colleges be developed.
5. That a study be made as to the future plans of the present institutions of higher education in Kentucky, regarding future enrollment and expansions.
6. That the larger centers of population be considered in the establishment of community colleges.
7. That all State-supported four-year colleges study the feasibility of establishing the community college concept on their present campuses.
8. That the present community colleges expand their curricula and programs as rapidly as possible to include more terminal programs in the vocational and technical fields.
9. That a continuing program of evaluation of all institutions of higher education in Kentucky be maintained.
10. That there be developed a statement of policy regarding the relationships and purposes of all institutions of higher education in Kentucky.

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APPENDIX

APPENDIX A

OPINIONATED QUESTIONNAIRE ON CRITERIA AND CHARACTERISTICS FOR ESTABLISHING PUBLIC COMMUNITY COLLEGES

1. President's or Director's Signature ....

2. Title .... College Represented ....

3. Type of College: Private................ *Type of Control........................
Public................ **Type of Control........................
How is your governing board selected? ....
....

4. Type of Organization: Junior College..........Community College..........
Four-year College or University....................

---

5. Should Community Colleges be authorized by general legislation?
Yes .... No ....

6. Should initiating legislation be by:
(a) Petition ....
(b) Election (vote of the local people) ....
***(c) Autonomous government agencies (specify) ....
....
(d) Other (specify) ....
....

NOTE: Items 1, 2, 3, and 4 refer to your own institution.

*Church-related or non-church-related.
** State, county, or municipal.
***Local school boards, city or county governmental bodies.

7. Should Community Colleges require a vote of the local people for establishment? Yes .... No .... If so, should this vote require a local tax rate for the area served? Yes .... No ....

8. Should a comprehensive study be required before initiating or establishing a Community College? Yes .... No .... If so, by whom? ....
....

9. Should Community Colleges be approved? Yes .... No ....
If so, by whom? ....

10. Should there be State Agency approval in establishing Community Collges? Yes .... No .... If so, what agency:
   - (a) Present:
      - (1) State Board of Education ....
      - (2) Trustees of the State University ....
      - (3) State Superintendent of Public Instruction ....
      - (4) Council on Public Higher Education ....
      - (5) Board of Regents of State Colleges ....
      - (6) Other (list) ....
   - (b) New:
      - (1) Board of Higher Education ....
      - (2) University System ....
      - (3) State Community College Commission ....
      - (4) Other (list) ....

11. Should Community Colleges be accredited? Yes .... No ....
If so, by whom? ....

12. (a) Should there be an agency for coordinating the Community College's functions with those of other higher education institutions in the State? Yes .... No ....
   - (b) If so, should it be an existing agency? (name) ....
   - (c) If new agency, what should it be called? ....
   - (d) Who should be represented on the new agency? ....

13. What agency or institution should supervise the Community College? (specify) ....

14. In what institution, agency, or board should control of the Community College be vested?
   - (a) The State University ....
   - (b) The State College in the area ....
   - (c) State Board of Education ....
   - (d) State Department of Education ....
   - (e) The Council on Public Higher Education ....
   - (f) The Local Board of Regents or Trustees ....
   - (g) The Commission on Higher Education ....
   - (h) A Special State Council or Commission ....
   - (i) Local Board of Education ....
   - (j) Other (specify) ....

15. If control of the Community College is not vested in a local board, should there be a local advisory board? Yes .... No ....

16. Should the governing board be elected? .... Appointed? ....
By whom? ....

17. Should there be a written statement of policy regarding criteria for the establishment of Community Colleges? Yes .... No ....

18. What should be the policy as related to:
   (a) Enrollment:
      (1) Minimum starting: Full-time .... Part-time ....
      (2) Potential: Full-time .... Part-time ....
   (b) Proximity of students: Miles radius ....
   (c) Proximity to other institutions of higher education:
   Minimum distance ....
   (d) Minimum population within area .... Required number of high school graduates within area .... Required number of high school students enrolled (9-12) within area ....
   (e) Should financial ability of area served be a factor?
   Yes .... No ....

   (1) Assessed valuation of property in area served ....

   (2) Should there be local support? Yes .... No ....

   (3) What should be the range of tax rate per $100 assessed value?
   From $.................... to $....................

   (4) Total money needed behind each child (local, state, and student fees) $.....................
   (f) Should buildings be available for temporary use? Yes .... No ....
   (g) Should attitude of community toward higher education be a factor? Yes .... No .... How would you determine this attitude? ....
   ....
   ....
   (h) Is the extent to which the educational and training needs of the students in the area presently being met important?
   Yes .... No ....
   (i) Should employment needs and opportunities of the community be considered? Yes .... No ....
   (j) Should Community Colleges be comprehensive enough to take care of all public education not being met by the present secondary and higher education institutions in their area?
   Yes .... No ....

(k) Should the adverse effect the establishment of a Community College will have on the other institutions in the area be considered? Yes .... No ....

(i) Othter factors (list) ....
....
....

19. What should be the sources of income for Community Colleges?

Local taxes .... Percent ....
State .... Percent ....
****Federal .... Percent ....
Student Fees .... Percent ....

20. Should Community Colleges be established in counties where there already is a recognized public or private institution of higher education? Yes .... No ....

21. What should be the curriculum of Community Colleges?

(a) Transferable Credits: Yes .... No ....

(b) Terminal Courses: Yes .... No ....

(1) Vocational Courses: Yes .... No ....

(2) Technical Courses: Yes .... No ....

(c) Late afternoon, Saturday, and evening courses:
Yes .... No ....

What types of courses should these include? (list)
....
....
....

22. What should be the minimum qualifications for teachers? (check)

(a) Academic Field: Bachelor's (or equivalent) ....
Master's (or equivalent) ....

(b) Should specialists in trades, industrial education, technical and adult education be permitted to teach without degrees or full certification? Yes .... No ....

(c) Should teachers in public schools in the area be permitted to teach part-time in Community Colleges? Yes .... No ....

**** Federal grants, retraining programs, vocational, adult and technical education funds, Economic Opportunity Act, etc.

23. Does this type of college require more counseling services than normally required by an institution of higher learning?
Yes .... No ....

24. Should the Community College have a placement office to serve those completing terminal courses? Yes .... No ....

25. Should there be a program of in-service training and retraining of workers in the area? Yes .... No .... If so, with Federal funds? Yes .... No .... Without Federal funds?
Yes .... No ....

26. Should all high school graduates regardless of ability or interest be permitted to attend? Yes .... No ....

27. Should drop-outs and other young people and adults be permitted to pursue vocational and technical training even though they may not have completed high school? Yes .... No .... If so, should they be required to get high school equivalency certificates while taking this training? Yes .... No ....

28. Should there be a minimum age of entrance for drop-outs? Yes .... No .... If so, what age? .... years.

29. Should tuition be low enough that it will not be a factor in preventing enrollment? Yes .... No ....

30. Should tuition and student fees be lower than other public institutions of higher education in the state? Yes .... No ....

31. Should the Community College serve rural as well as urban youth? Yes .... No ....

32. What other services to the community should be provided by the Community Colleges? (list) ....
....
....

APPENDIX B

STRUCTURED QUESTIONNAIRE ON CRITERIA AND CHARACTERISTICS CONCERNING PUBLIC COMMUNITY COLLEGES IN OTHER STATES

STATE ....

1. Name of Person Answering ....

2. Title ....

3. Organization or Institution ....

4. Are Community Colleges authorized by general legislation?
Yes .... No .... If not, should they be? Yes .... No ....

5. Is initiating legislation by petition? .... Election? ....
Governmental agency? .... Other? ....
Describe ....
....

6. (a) Is a vote of the local people required for establishing a Community College? Yes .... No ....
If not, should this be a requirement? Yes .... No ....
(b) Should the vote require a local tax rate? Yes .... No ....

7. Was a comprehensive study made before initiating or establishing a Community College? Yes .... No .... If so, who conducted the study? ....
....
If not, should one have been made? Yes .... No .... By whom?
....
....

8. Are your Community Colleges approved? Yes .... No ....
If so, by whom? ....

9. Is there a state agency that approves the establishment of Community Colleges? Yes .... No .... If so, name the agency
....
If not, what agency should approve? ....
....

10. Are your Community Colleges accredited? Yes .... No ....
If so, by whom? ....
Name other agencies that should accredit them ....
....

11. Do you have an agency for coordinating the Community Colleges'

functions with those of other higher education institutions in the state? Yes .... No .... If so, what agency ....

....

What is the representation of the agency? ....

....

If others should be included, name them ....

....

12. What agency or institution supervises the Community Colleges?

....

Who do you think should supervise them? ....

....

13. What is the name of the agency, institution, or board in which control of the Community College is vested? ....

....

14. Do you have a local advisory board for the Community Colleges? Yes .... No .... If control of the Community College is not vested in a local board, should there be a local advisory board? Yes .... No ....

15. Should the governing board be elected? .... Appointed? ....
By whom? ....

....

In your opinion, which is the best method? Election ....
Appointment ....

16. Do you have a written statement of policy regarding criteria for the establishment of Community Colleges? Yes .... No ....
If so, how were they developed? ....

....

How are the criteria enforced? ....

....

17. What is the policy as related to:

(a) Enrollment:

(1) Minimum starting enrollment: Full-time ....
Part-time ....
Should be: Full-time .... Part-time ....

(2) Potential: Full-time .... Part-time ....
Should be: Full-time .... Part-time ....

(b) Is there a distance in miles established for the attendance district? Yes .... No .... If so, what? ....
If this distance should be changed, what should it be?...............

(c) Do you have a minimum distance in miles required from other institutions of higher education? Yes .... No ....
If so, what is the distance? ....

(d) (1) Does your state set a minimum population for the area served by Community Colleges? Yes .... No ....
If so, what number? ....

(2) Is there a required number of high school graduates for the area served? Yes .... No ....
If so, how many? ....

(3) Is there a required number of high school students enrolled (9-12) in the area? Yes .... No ....
If so, what is the number? ....

(e) Is the financial ability of the area served considered a factor in establishing a Community College? Yes .... No ....

(1) Is there a required assessed valuation of property for the Community College area? Yes .... No ....
If so, what is the minimum? ....

(2) Is local support of the Community College required? Yes .... No ....
If so, what is the minimum? .... Maximum? ....

(3) Is there a required amount of support behind each child? Yes .... No ....
If so, what is the minimum amount? ....

(f) Is there a requirement for buildings for temporary use? Yes .... No .... If not, should this be a requirement? Yes .... No ....

(g) Is the attitude of the community toward higher education a factor in establishing Community Colleges?
Yes .... No ....
If so, how is this attitude determined? ....
....

(h) Is the extent to which the educational and training needs of the students in the area being met considered a factor? Yes .... No .... How is this information obtained?
....
....

(i) Are employment needs and opportunities of the community a factor? Yes .... No .... How is this information secured?
....
....

(j) Are the Community Colleges comprehensive enough to take care of all the public education needs not being met by the secondary schools and other institutions of higher education in the area? Yes .... No .... If not, should they be? Yes .... No ....

(k) Is the effect the establishment of a Community College will have on other institutions in the area considered a factor? Yes .... No .... If not, should it be a factor? Yes .... No ....

(l) What other factors are considered? (list)
....
....
....
....

18. What are the sources of income for Community Colleges?

Local taxes	Percent ....
State	Percent ....
Federal	Percent ....
Student Fees	Percent ....

Is this the right proportion? Yes .... No ....

If not, what should the percentages be? ....

....

19. Are Community Colleges established in counties where there is already a recognized public and/or private institution of higher education? Yes .... No .... If so, generally, do you think this is a wise decision? Yes .... No ....

Explain ....

....

....

20. What is the curriculum of the Community Colleges concerning?
- (a) Transferable Credits: Yes .... No ....
- (b) Terminal Courses: Yes .... No ....
  - (1) Vocational Courses: Yes .... No ....
  - (2) Technical Courses: Yes .... No ....
- (c) Late afternoon, Saturday, and evening courses:
  Yes .... No ....
  - (1) What types of courses are included? ....

    ....

    ....

    ....

21. What are the minimum qualifications for teachers?
- (a) Academic field ....
- (b) Are specialists in trades, industrial education, technical and adult education permitted to teach without degrees or full certification? Yes .... No ....
- (c) Are teachers in public elementary and secondary schools permitted to teach part-time in the Community Colleges? Yes .... No .... If so, is this a good practice? Yes .... No ....

22. Do your Community Colleges have more counseling and guidance services than other institutions of higher education?
Yes .... No .... If not, should they? Yes .... No ....
If so, give reasons why ....

....

23. Do your Community Colleges have a placement office?
Yes .... No .... Why is a placement office important?

....

....

24. Do the Community Colleges have a program of in-service training and retraining of workers for the area served? Yes .... No ....

If so, is it done with Federal funds? .... Without Federal funds? .... or both? ....

If not, should there be such a program? Yes .... No ....

25. Are all high school graduates permitted to attend regardless of ability or interest? Yes .... No .... If not, should they be? Yes .... No ....

26. (a) Are drop-outs and other young people and adults permitted to pursue vocational and technical training even though they have not completed high school? Yes .... No .... If not, should they be? Yes .... No ....

(b) If so, are they required to get high school equivalency certificates while taking this training? Yes .... No ....

(c) Is there a minimum age of entrance for drop-outs? Yes .... No .... If so, what age? .... years.

27. Is tuition low enough that it is not a preventing factor of enrollment? Yes .... No .... What is the tuition rate? ....

28. Is tuition and student fees lower than other public institutions of higher education in the state? Yes .... No .... If not, should they be? Yes .... No .... If so, how much lower?

....

29. Do the Community Colleges serve rural as well as urban youth? Yes .... No ....

30. What services to the community, other than the ones mentioned above, are provided by the Community Colleges? ....

....

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APPENDIX C

STATES AND TITLES OF PEOPLE COMPLETING QUESTIONNAIRE FROM OTHER STATES

Alabama	President, State Junior College, Birmingham Superintendent, Jefferson County Board of Education
California	Associate Superintendent, Division College and Adult Education, Los Angeles County Schools Executive Secretary, California Junior College Association President, Grossmont Junior College Superintendent and President, Oceanside-Carlsbad College
Colorado	Director, Division of Education Beyond High School, State Department of Education
Florida	Professor, Director of Junior College Center, University of Florida
Georgia	Coordinator of Junior Colleges, University System of Georgia
Illinois	County Superintendent of Schools, Cambridge Director and Professor of Education, University of Illinois Superintendent of Cook County Schools Supervisor of Junior Colleges, Office of Superintendent of Public Instruction
Iowa	Administrative Assistant, Department of Public Instruction Superintendent of Polk County Schools
Kansas	Director, College Accreditation Section, State Department of Education
Maryland	Acting Dean, Montgomery Junior College Assistant Director in Certification and Accreditation, State Department of Education
Michigan	Assistant Superintendent for General Education, State Department of Education President, Muskegon County Community College Superintendent of Oakland Schools
Minnesota	Assistant to Vice President for Educational Relationships, University of Minnesota Executive Director, Minnesota Junior College Board

Mississippi	Vice President, Hinds Junior College
New Jersey	Director of Community and 2-Year College Education, State Department of Education
	Superintendent of Middlesex County Schools and Member of Board of Trustees, Middlesex County College
New York	Assistant Commissioner for Higher Education Planning, State Education Department, Board of Regents
	Executive Dean, State University of New York
North Carolina	Director, Department of Community Colleges, State Board of Education
	President, Rowan Technical Institute
North Dakota	Dean, Bismarck Junior College
	Dean, Lake Region Junior College
	Member, Board of Higher Education
Ohio	Superintendent, Brown County Schools, Georgetown
Pennsylvania	Director, Bureau of Community Colleges, Department of Public Instruction
Virginia	Director, Community Colleges and General Extension, Virginia Polytechnic Institute
Washington	Assistant State Superintendent for Community Colleges and Adult Education, State Board of Education.

APPENDIX D

INSTITUTION..

FULL-TIME ENROLLMENT BY COUNTIES—FALL 1964

County	Undergrad.	Graduate	County	Undergrad.	Graduate
Adair			Carlisle		
Allen			Carroll		
Anderson			Carter		
Ballard			Casey		
Barren			Christian		
Bath			Clark		
Bell			Clay		
Boone			Clinton		
Bourbon			Crittenden		
Boyd			Cumberland		
Boyle			Daviess		
Bracken			Edmonson		
Breathitt			Elliott		
Breckinridge			Estill		
Bullitt			Fayette		
Butler			Fleming		
Caldwell			Floyd		
Calloway			Franklin		
Campbell			Fulton		

County	Undergrad.	Graduate	County	Undergrad.	Graduate
Gallatin			Knott		
Garrard			Knox		
Grant			Larue		
Graves			Laurel		
Grayson			Lawrence		
Green			Lee		
Greenup			Leslie		
Hancock			Letcher		
Hardin			Lewis		
Harlan			Lincoln		
Harrison			Livingston		
Hart			Logan		
Henderson			Lyon		
Henry			Madison		
Hickman			Magoffin		
Hopkins			Marion		
Jackson			Marshall		
Jefferson			Martin		
Jessamine			Mason		
Johnson			McCracken		
Kenton			McCreary		

County	Undergrad.	Graduate	County	Undergrad.	Graduate
McLean			Robertson		
Meade			Rockcastle		
Menifee			Rowan		
Mercer			Russell		
Metcalfe			Scott		
Monroe			Shelby		
Montgomery			Simpson		
Morgan			Spencer		
Muhlenberg			Taylor		
Nelson			Todd		
Nicholas			Trigg		
Ohio			Trimble		
Oldham			Union		
Owen			Warren		
Owsley			Washington		
Pendleton			Wayne		
Perry			Webster		
Pike			Whitley		
Powell			Wolfe		
Pulaski			Woodford		

INSTITUTION..

FULL-TIME ENROLLMENT BY STATES—FALL 1964

State	Under-grad.	Graduate	State	Under-grad.	Graduate	State	Under-grad.	Graduate
Alabama			Louisiana			Ohio		
Alaska			Maine			Oklahoma		
Arizona			Maryland			Oregon		
Arkansas			Massachusetts			Pennsylvania		
California			Michigan			Rhode Island		
Colorado			Minnesota			South Carolina		
Connecticut			Mississippi			South Dakota		
Delaware			Missouri			Tennessee		
Dist. of Col.			Montana			Texas		
Florida			Nebraska			Utah		
Georgia			Nevada			Vermont		
Hawaii			New Hampshire			Virginia		
Idaho			New Jersey			Washington		
Illinois			New Mexico			West Virginia		
Indiana			New York			Wisconsin		
Iowa			North Carolina			Wyoming		
Kansas			North Dakota					

INSTITUTION..

FULL-TIME ENROLLMENT BY FOREIGN COUNTRIES—FALL 1964

Country	Undergraduate	Graduate	Country	Undergraduate	Graduate

INSTITUTION..

STUDENTS ENROLLED FOR LESS THAN FULL-TIME—FALL 1964

(Students enrolled in twelve hours or less)

Student Classification	Undergraduate			Graduate		
	One Course	Two Courses	Three or more	One Course	Two Courses	Three or more
Correspondence						
Off-Campus (Extension)						
Late afternoon—nights—and Saturdays						
Part-time (taking courses during regular day program)						